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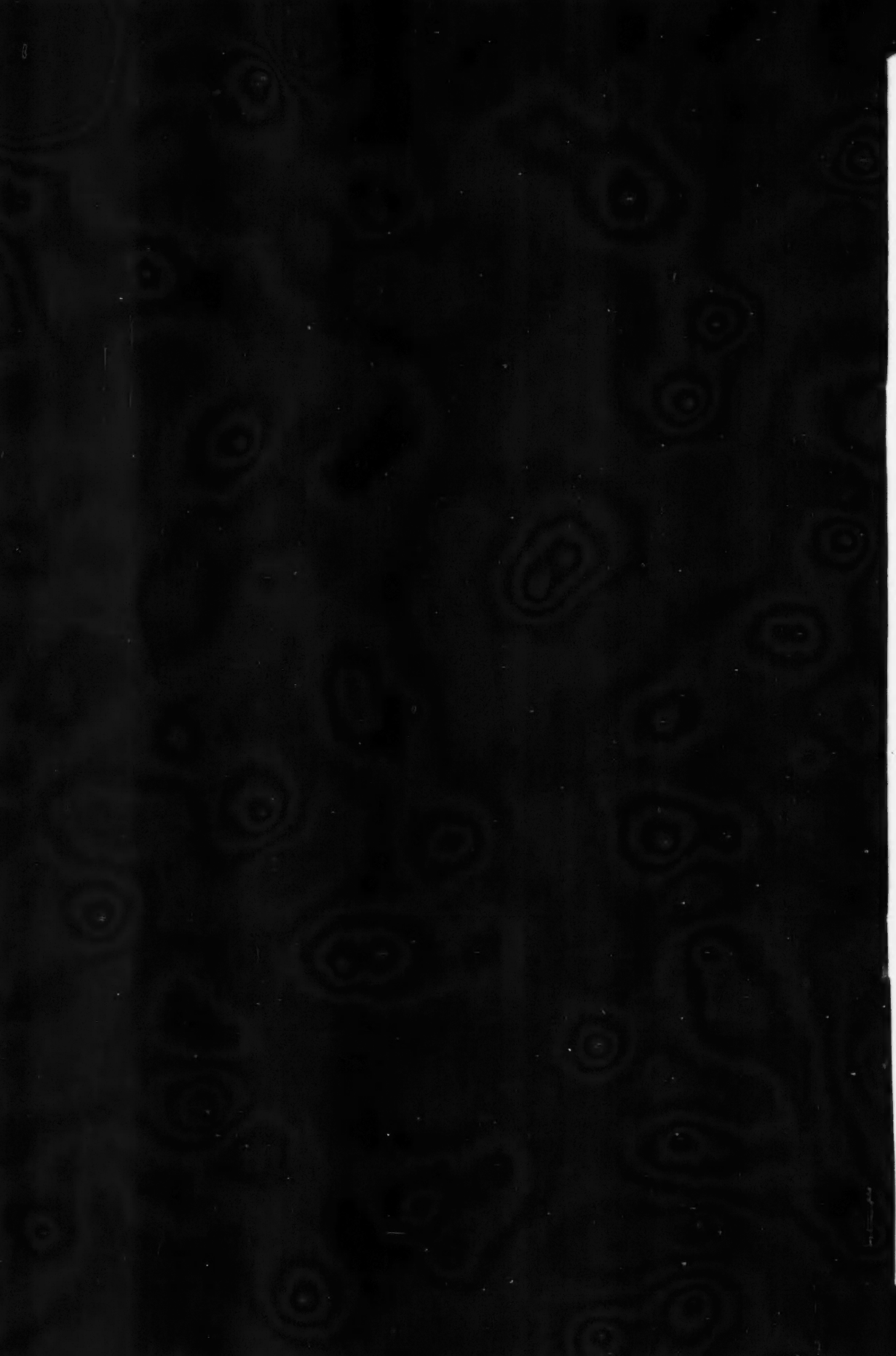
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CANADIAN STATISTICS ON SOCIAL WELFARE

The 1932 Canada Year Book contains a chapter (XXVI) which, under the heading of "Public Health and Benevolence" presents some of the most significant information ever made available for the Canadian public.

The introductory sections of the chapter review the public health provisions in the Dominion and provinces but section 3 under the heading "Institutional Statistics" presents for the first time the invaluable findings of the 1931 census of institutions and social agencies in the Dominion. It represents a monumental degree of preparation and compilation.

INSTITUTIONAL AGENCIES.

The first table reports 1,312 public health and benevolent institutions in Canada as on June the first, 1931, including 822 hospitals, (in which 170 outpatient departments are operated), 59 institutions for mental care, 312 charitable and benevolent institutions, distributed 105 homes for adults, 74 homes for adults and children, 114 orphanages, and 19 day nurseries (The Saint John Day Nursery brings this to 20 such agencies). Child placing agencies totalled 108, of which 90 are Children's Aid Societies and 18 British Juvenile Immigration Societies. Institutions for the blind, deaf and dumb numbered eleven.

The province of Ontario leads in institutional provision with 218 of the 822 hospitals, 19 of the mental institutions, 112 of the charitable and benevolent institutions, and 56 of the 90 Children's Aid Societies.

The province of Alberta comes second in the provision of hospitals while the province of Quebec comes second in the provision of all types of institutions and especially in those of a charitable and benevolent nature. Of the 312 agencies in the last group, the provinces of Quebec and Ontario account for 216. Of the grand total of institutions of all types, the province of Ontario has 416 and the province of Quebec 241.

MAINTENANCE COSTS.

The total maintenance costs for the year of the 822 hospitals amount to roughly \$27,000,000.00 with 21,086 patients under treatment, at the close of the year, and with the total expenditure of institutions for the care of mental diseases amounting to \$13,453,161.00.

PERSONS IN CARE.

The child caring institutions showed, as on June the first, 1931, 10,908 children in orphanage care; 4,465 in care in homes for adults and children; 1,687 in institutions for deaf, dumb and blind; 2,513 children in day care in the day nurseries; 14,548 children in care in child placing agencies and Children's Aid Societies and 6,314 in the care of juvenile immigration societies,—an aggregate of 40,435 in care on this date.

(Continued on page 16)

CHILD

CARE

AND



PROTECTION

THE DAY NURSERY IN THE PROGRAMME OF CHILD CARE

MARGARET S. GOULD, B.A., Executive Secretary, The Child Welfare
Council of Toronto.

HISTORICAL BACKGROUND.

The modern day nursery is the descendant of the French crèche, first opened in Paris in 1844, for the daytime care of young children of working mothers. By 1862 crèches had received public recognition in France by an Imperial decree setting forth regulations for the conduct of all crèches receiving government subsidies. In 1897 the crèche became an important factor in the crusade against infant mortality and for the education of parents in infant hygiene.

The large increase in the number of women employed in industrial occupations during the latter part of the nineteenth century inevitably led to an expansion in the number of day nurseries. In Germany the first day nursery was opened in Berlin in 1877 and in 1913 the Imperial Minister of the Interior urged factory inspectors to aid in the provision of nurseries.

In 1850 the first day nursery was opened in Marleybone, England. Today grants are made by various School Boards to nurseries endorsed by the National Society of Day Nurseries.

Vienna opened its first day nursery in 1847. Today the city government operates day nurseries for the children of working parents as a part of its post-war programme of health and social services.

Such nurseries have existed in Russia since 1848. At the present time a chain of day nurseries is operated by the Soviet Government as an integral part of the national social and educational programme.

To the United States the day nursery came in 1854 when the first one was opened in New York City by the Nursery and Child's Hospital, where working mothers who had been in hospital could leave their babies in the care of nurses. At the present time it is estimated that there are about eight hundred day nurseries throughout that country.

The first Day Nursery founded in Canada was the Crèche d'Youville, Montreal, opened in 1754*. The Montreal Day Nursery was founded

*Reference Canada Year Book 1932.

in 1888, and the first Toronto Day Nursery in 1892. To-day there are 20 day nurseries in the Dominion,—1 in Nova Scotia, 1 in New Brunswick, 7 in Quebec, 8 in Ontario, 2 in Manitoba and 1 in British Columbia, the aggregate children in care on a given date being 2500 to 2600.

The typical day nursery on this continent. is operated under private sponsors, and a private board of management, perhaps a group of private individuals, a social agency or a Church, and receives its financial support from private contributors, (either through its own appeal or a community chest), with or without a small public grant and a very nominal fee per day from its clients. In Toronto day nurseries receive a small per capita per diem grant from the municipality. In Quebec they are recognized under the Quebec Public Charities Act, and receive per capita per diem aid from both the provincial and municipal authorities. The City of Los Angeles, California, is a notable exception to this general rule; about fourteen of its day nurseries are being conducted and financed entirely by the Board of Education.

PHILOSOPHICAL BACKGROUND.

Two major interests influenced the development of day nurseries on the North American continent:

(a) the desire of social workers to save children from neglect caused by the mother's enforced daily absence from the home; .

(b) the desire to prevent and counteract excessive institutionalization of children of destitute parents, which, at the end of the last century was growing at a menacing rate.

Day nurseries were organized to provide day care for the children of working mothers compelled to be breadwinners through the death, desertion, imprisonment, illness or inadequate earnings of fathers. Day nurseries also served in family emergencies calling for sudden care of children through the illness of the mother, the desertion of the father and children by the mother, or the sudden need of the widower's family.

When, in 1909 the White House Conference in the United States emphasized the value of home life for children "as the greatest molding force of mind and character", social workers directed their energies toward the enactment of legislation, and the development of agencies and techniques which would secure the desired home environment and influence for the child. Mother's Allowance legislation and the foster home movement gathered amazing strength, and the institution as the primary agency for the care of the child in need was forced to share its place with these new developments, or in fact, to recede into secondary importance in the provision of care for large groups of children.

The day nursery had grown to institutional proportions and routine, and inevitably shared in the reactions against the provision of institutional care. Where the new philosophy was resisted, the day nursery forfeited the support and sympathy of the social work group. However, some of the day nursery leaders met the logical argument of home life for the child, and made outstanding contributions to the home care trend in the development of allowances systems, enabling the capable mother of a young family to care for them by supplementary aid, instead of outside earnings, and notably by the development of foster home day care in approved, supervised private homes. They were thus enabled in many

cases to avoid the necessity of seeking outside foster home or day nursery care for the child of the foster mother herself. The First Day Nursery of Philadelphia was a pioneer in this movement, and within the last year, the Vancouver Day Nursery Association has experimented most successfully in taking over the former Municipal Creche, transferring its employment services to the government Employment Office, and operating a well developed foster home day care service, financed in part by civic grant, in part by private funds (from the Welfare Federation) and in part by fees from clients.

Now, after more than a decade of Mother's Allowance legislation and emphasis on home care, the group of children exposed to neglect through the entry of mothers into industry is still increasing, and the day nursery as a social agency serving this group, either through nursery or day foster home care, is being called on to render enlarging service. The modern day nursery is becoming recognized more and more as, in effect, an extension of the home, in that, properly organized, and working in co-operation with the family service of the community it may well become one of the greatest factors in the maintenance of the home. The nursery building is usually an ordinary home structure and modern thinking in this field urges that the furnishings and internal arrangements be as far removed from the institutional type as possible.

THE DAY NURSERY OF THE PRESENT.

The parent leaves the child in the nursery for the day and here all its needs are supplied—physical care, education, recreation and guidance in moral development. Thus, the day nursery aids and supplements the home as do the educational, health, and recreational agencies in the community. But the day nursery assumes a social responsibility as well as an educational function in respect to the child and this responsibility must extend to the home situation of the child in order to "carry over" its programme of child care.

The growth, in these latter years, of the nursery-school movement, and of the recreation and parent-education movement, as well as the larger knowledge of the possibilities that lie in specialized family case work have brought child welfare workers to take stock of the nature of day nursery work and to re-assess the place it may hold in the modern scheme of social work. As a result, in numerous communities, studies have been conducted for the purpose of ascertaining the nature of the situations which lead parents to seek the services of the day nursery, and the type of service which they should render to meet the problems presented.

SIGNIFICANT FACTS IN THE TORONTO STUDY.

Such a survey was recently concluded in Toronto, by the Child Welfare Council of Toronto. The study sought to ascertain whom the nurseries served, what type of services were required, and what services the day nursery rendered in the community.

THE DAY NURSERY SERVES A FAMILY UNIT.

This inquiry revealed that more than half of the 201 families studied (63.1%) were married couples with young children, while the remainder included 26 deserted wives; 16 separated parents; 16 widows; 13 un-

married mothers; 2 unmarried couples, and 1 widower. This group is all distinguished by the fact that the child is part of a family unit, with the parents expressing and maintaining their sense of responsibility to their children.

PROBLEMS WITHIN THE DAY NURSERY.

- (a) Poverty was the outstanding problem in the Toronto group of homes, 61.2% of the total (201 families with 424 children) having an income of less than \$10.00 per week; 18.9% less than \$15.00 per week, and 2% with over \$20.00 per week.
- (b) Other Socio-economic Problems: While the largest group of the nurseries' clientele consists of married couples, and the smaller residue of deserted wives, separated wives, unmarried mothers and widows, the married couple group presents a variety of social problems both contingent upon and apart from the economic factor. Among the 132 married couple families in the Toronto study the mother had been forced to go out to work because of the following reasons, ranking in the order of incidence,—irregular employment and insufficient earnings of the father; total unemployment of the father; imprisonment of the father; illness of the father; habitual drunkenness of the father; gambling of the father; recurring desertion by the father; inefficient management on the part of the mother.
- (c) Living Conditions: Of the Toronto group 43.2% of the nursery families lived in one and two-room accommodations; 14% in three-room flats; 11.1% in four rooms, while 12.6% of the clients of one nursery, situated in a favorable working-class district, were living in five-room family houses.
- (d) Health of Mother: In only 12.6% of the Toronto cases did the nursery record the mother as being in completely good health. In 41% of the cases the record definitely stated that the mother was suffering from some active ailment or was in a state of poor health.
- (e) Health of Children: Two-thirds of the children enrolled in day nurseries in Toronto were reported to be suffering from some physical ailment. Of these 36% were in general poor health, 10% showed active tuberculosis or tuberculous tendencies, while 15% were attending special clinics.
- (f) Community Dependency: More than half of the nursery families in this typical group had received some type of assistance from other social agencies in the city before coming to the nursery. Of the total 27.7% were receiving civic relief; 35.0 % were known to some family, health, or other social agency; 9% were in receipt of Mother's Allowances; and only 6.6% had not been known to any social agency.

CHILDREN OF YOUNG PARENTS.

A ray of sunlight, playing through the gloom of the intricate social problems, besetting these families, was the fact that the majority of the parents were below 40 years of age, and represent families with one, two, or three-children groups: 41.8% of the families had one child, 28.9% had two children, 14.5% had three, 8.9% had four children, while 1.5% had over six children. The youthfulness of the parents and the small size of most of the family units are important factors in estimating the opportunities and possibilities of effecting good work with the families,

through the Nursery's contacts and efforts. Nurseries, equipped with adequate facilities record unmistakably constructive results in their social work with family groups of this type.

A YOUTHFUL CLIENTELE.

In the very nature of events the child who comes to the day nursery is predominantly the preschool and the very young school child. Of course the age group served is largely controlled by the admission policy of the nursery itself. Among the Toronto nurseries, 50% of the children were of preschool age, 39.5% from 5 to 12 years of age, and 9.9% infants under 18 months. Knowledge as to age grouping is a very important factor in the development of the nursery's child and parent education programme.

A DUAL CLIENTELE.

Bearing in mind that the day nursery deals with the young children generally of young parents, and serves a family unit living in troublous economic circumstances and struggling with major social problems, it will be seen that with each applicant, the nursery is faced at once with a demand for a *double* service—there is the child requiring specialized care, and there is the family situation requiring understanding and treatment.

THE NURSERY EMPHASIZES THE CHILD'S NEED.

The child must be particularly considered in the circumstances in which the nursery finds him. He comes to the nursery during the most impressionable period of his life, and generally from a home in which there are both material want and unbalancing emotional and spiritual influences. The nursery's experiences with the child frequently disclose serious signs of malnourishment, of undeveloped or badly directed habits, and indications of warped and thwarted childhood. His family lives in congested quarters; his mother struggles with ill health or failing health, with mental anxiety, fear, marital discord, personal unhappiness; and parents and children reflect the insecurity and pressure of the terrific struggle "to make ends meet." The nursery's job is clearly to salvage this child for himself, his parent and his community.

THE FAMILY EQUALLY IMPORTANT.

As an ally in its work with the child, the nursery *must* simultaneously accept the parent and the home as an equal client. Bickering between parents, unhealthy habits of life, bad home management, congested living quarters, economic insecurity, all these present a challenge and background which the nursery worker must appreciate in her work with the child.

THE DESIRE FOR INDEPENDENCE.

But the nursery worker has one positive and powerful factor in her favour—the determination of her client to *maintain* a family unit, and to *earn* an independent livelihood as far as possible. It is astonishing, the odds that these besieged women will face in order to maintain economic independence and so, to keep their families together. The nurseries deal with families that ask, not for a "hand-out", but for neighborly assistance in their gruelling efforts to *avoid* pauperism. And these families gladly *pay* a fee within their means for this neighborly service.

It is this feature particularly which distinguishes the services of the day nursery from that of the family or relief agency and from other child-caring agencies and ordinary institutions. Nurseries in principle have no "relief-relationship" with their families and should attempt to maintain this fine relationship of client and service, rather than client and assistance. Distinguishing them from the child-caring agency, their service is extended at the parents' request; to children who *belong to*, and *remain in the custody and responsibility of*, the natural parent. Therefore the nurseries' distinctive field of service is a combination of educational training and social case-work, with the children in the nursery and with the parents in the home.

HOW SHOULD THE DAY NURSERY SERVE?

As in every other field of social work so also in day nursery work, standards of work have been gradually evolved, as methods and objectives have become more clearly defined.

The objectives of the modern day nursery are two-fold:

- (1) The physical, mental and moral development of the children in their care;
- (2) The development of conditions within the homes of these children that will afford them a normal and healthy home life.

Summarized, the minimum standards for day nursery work, issued by the National Federation of Day Nurseries, (of the United States) in the recently published "Day Nursery Manual", prescribe:

- (a) For Infant Care: Hygienic, medically directed infant departments, with a properly qualified person in charge. Proper care of the babies demands that this attendant should not have more than eight babies in care per day.
- (b) For the Pre-school Group: A separate nursery or play-school department under a trained and qualified director, with adequate play and other equipment for her work. The proper physical care and mental development of the children require that there be not more than from 8 to 10 children in the care of one person, per day.
- (c) For the School-Child Group: A separate department, with a planned programme of recreation, under competent supervision, and with adequate equipment.
- (d) General Health:
 - (i) Food: Provision should exist for scientifically planned meals, prepared by and under the supervision of qualified food workers.
 - (ii) Medical: Periodic medical examination for the prevention of physical defects; immunization against communicable diseases; isolation of children suspected of illness.
 - (iii) Rest Period: For the pre-school group, a rest period as part of their planned programme, on an individual cot or mat, with the nursery school director in charge.
 - (iv) Toileting: Toileting arrangements fitted to child's size and numbers; training in toilet habits to be part of the directed nursery or play-school programme for habit-training.

- (e) Social Work: Investigation and diagnosis of the home and family situation by a qualified social worker, for the purpose of understanding the validity of the application and how to adjust the nursery programme to the needs of the client. (This may be brought about by the retention of a qualified social worker, as executive of the Nursery, or as in Saint John and other centres in Canada, by special working arrangements with the family agency by which the latter's staff handle the application for Nursery care and the case-work with the family, in co-operation with the Nursery).

Social case-work for the nursery involves continuous team-work between all its departments in order to "carry over" the child care work into the home; and it involves also seeking the co-operation of, or referring for treatment to, other social agencies as found necessary. *Social case work in the nursery does not involve a program of relief-giving.* This destroys the special relationship between nursery and family, and confuses the purpose of the nursery, which should not duplicate the functions of the relief or the family agency.

- (f) Parent Education: Mothers' and fathers' clubs, for recreation purposes and for instruction of mothers in nutrition, home-making and child care. (These are developed in Canada, either by the nursery itself or through co-operative arrangements with the recreational, educational and social agencies in the communities in which the families live).
- (g) Case Records: A full and clear system of recording of the family history, both as to background and progress under the nursery's care. The case record should combine the histories kept in the family, and in the children's departments.
- (h) Qualified Personnel: Each department at least, to be headed by a properly qualified worker: i.e., in the case work department, the nursery-school department, the school child department, the food department.

Particularly is it essential for the superintendent to be a qualified social worker or a trained nursery-school worker. In this event there can be economy of leadership in several departments and certainty of harmony of policy and direction.

Where the Nursery is very small, the supervisor should be thoroughly qualified in one field and have some general knowledge of the other fields of nursery practice and policy.

OF WHAT VALUE IS THE DAY NURSERY IN A COMMUNITY?

With a nursery operating along these minimum standards, the question arises, as to what is expected of the Day Nursery in community results. The positive contribution of this agency might be assessed from four angles,—The Nursery and the Child; The Nursery and the Family; The Nursery and Other Social Agencies; The Nursery and Social Work Financing.

(i) THE NURSERY AND THE CHILD.

With its well-planned programme for physical care, followed regularly daily, the day nursery not only prevents ill health but maintains good health and good habits of living among the children served.

But, it is unequivocally recognized today that care of the child cannot be limited to its physical needs only. Development in child psychology and educational theory is proving that the mind of the child requires as expert care as does its body. Moreover, the emphasis of mental hygienists and educators is placed upon the child's pre-school period, upon the significance of early environment and training in the moulding of character and the building for mental health in adult life. Bearing in mind that the nursery deals with the under-privileged child who comes from a home with some problem, one can see that to the nursery is given the opportunity of supplying to this child healthy mental and spiritual foundations and the chance to have some helpful preparations for its later life and development.

Of extreme value to this child is the nursery's organized and planned play programme. It is recognized that play has a three-fold importance: it has an emotional value, it is necessary for sensory development and for muscle building.* Well-equipped day nurseries have play materials of the variety which provide opportunities for this three-fold development. In addition, the educational value inherent in the child's membership and activity within a group of his equals is of great importance. It is a fair assumption that in the nursery, under the guidance of a qualified worker, the certainty of the child's development along these lines is much better assured than without such a service.

Of particular importance also is the service which the nursery renders to the school-age child. Not only is this child's health protected, but he is kept out of the way of harm and mischief in unsupervised idle hours and his energies directed into useful channels of constructive growth.

Through such services to the child the nursery can be described as an agency offering a good investment to the community in that not only is child life in its care protected from the dangers of neglect, but is directed toward happy and useful citizenship, through definite planning, guidance, and care.

(ii) THE NURSERY AND THE FAMILY.

Families seeking nursery service are those who wish to augment the family income and thereby keep the family group intact. The nursery, therefore, is a preventive agency operating to reduce the break-down of family life and the growth of family pauperism.

A significant fact is that the Toronto study revealed an increase of 33% in the number of clients who became independent of social aid from other agencies, after admittance of the children to day nursery care.

Bearing in mind the types of personal and social problems connected with these families, a nursery organized to do an adequate social work job can assist in preserving the health and strength of mothers; strengthen the foundations of marital relationships and home life; improve the physical conditions of the home; and reduce the intensity of family problems, which tend to corrode and disrupt family life.

The day nursery has a particularly fine opportunity to do parent education work. The relationship between the nursery and the family is a very natural one with the child, in whom both parties are interested as the connecting link. The mothers are concerned about the progress made or not made by their children and listen willingly to advice and instructions on child care and management. The cases of non-cooperation of parents are rare.

* "A Survey of Day Nurseries", Mary F. Bogue, White House Conference on Child Health and Protection Report C. 1, p. 22, 1930.

(iii) THE NURSERY AND OTHER SOCIAL AGENCIES.

When the nursery is organized to do an adequate job, its work touches on a wide arc, shared with:

- (a) The Child-Caring Agencies—which deal with children who are destitute or neglected through the loss or irresponsibility of the parents or who, because of parental need, must be placed in other care. The nursery deals with children who are *in danger* of becoming neglected, from homes *in danger* of break up, through the enforced day's absence of the parent. Working closely with the child-caring agencies the nursery thus may be a strong supplementary agent in their efforts to salvage the home, or may call them in, when a home situation seems such that the child cannot be left therein with safety to himself and the community.
- (b) The Big Brother and similar agencies—which deal with children already delinquent or with incipient delinquency. The nursery deals with children who are *in danger of becoming* delinquent, but the nursery has this vital difference, which it shares with the club or preventive agency, and which distinguishes it from reformatory services: it does not lift the child from its own home relationship, and it deals in the main with a responsible parent. Also the nursery has daily, intimate, routine contact with the child and with the parents.
- (c) The Settlement—which provides recreation and character-building activities to all age groups in order to maintain and rehabilitate personalities. The well-run nursery also affords such opportunities to its child and adult groups, looking towards the same objectives.

The nursery therefore does preventive social work from two angles; (a) dealing directly with the parent and home problem; (b) and working from the long-range view along educational lines with the child.

(iv) THE NURSERY AND SOCIAL WORK FINANCING.

In its full potentiality, the nursery can act as a buffer against the break-down of family life, family pauperism, child neglect and child delinquency; it can serve as a force in the maintenance and protection of health, in straightening out family problems, and in laying good foundations for proper home care of the child. Through such preventive services it cannot but serve the community in the conservation of human life and values and in preventing the necessity of future expenditures on the part of health and social agencies.

These results, however, can be only so assured when nurseries function along the lines of the minimum standards discussed above. Such standards of service will cost more than the present expenditures in the majority of nurseries. But the business world knows that it is much more costly to invest in an inefficient than in an efficient machine; and that it is unsound business practice to continue an undertaking which gives no guarantee of the desired returns. Studies of the work of nurseries which do not follow minimum standards show that it would be sound financing for such nurseries to invest in what may appear more expensive set-ups, but which give greater certainty of profitable community returns.

The justification of this point of view may be found in the experience of the child-caring field in the development of the child-placing movement. When children were herded cheaply within the bare and gloomy institutions that are still within the memory of many social workers, the economy was apparent only in that both the children and the community suffered in the undermining of health, the retarding of mentality and the warped lives of the little inmates "farmed out" carelessly and cheaply, as soon as they gave any promise of "earning their way." Experience proved that cheap care was in the long run costly, and that the well equipped children's agency, with scientific standards of home finding, child-placing and paid foster care with well equipped departments of case work, health and psychiatric services protected both child and community life and amply repaid the higher investments involved.

The day nursery is today standing on the threshold of such a changing point of view in regard to service and standards. In all progressive communities, it is endeavouring to emerge from the concept of a "parking place" for working women's children, and desirous of taking its place as an essential social agency in the community scheme. It is important then that those responsible for the financing of social work accept this concept and where such minimum standards prevail, regard the day nursery as an essential and a clearly defined community service, fitting into the round of family welfare and child-caring services.

IS THE DAY NURSERY A TRANSIENT SOCIAL AGENCY?

Miss Helen Hart in her research report "Day Nurseries in a Changing World" states that this question is a live one and discusses two points of view:—

1. The concept that day nurseries would not be needed in the community set-up if the family and relief agencies were enabled to do an adequate case-work and relief job; if the scale of mothers' allowances grants were adequate; if minimum wage scales assured a sufficient livelihood to the breadwinner, and if the community child-placing agencies varied their programmes to include foster day care.
2. The other school argues that even were these objectives realized, day nursery care would still be required because an increasing number of those seeking day nursery care fit in neither of the above categories and the number of women who go to work *by choice*, is increasing. The latter prefer to place their children in the care of qualified health, social and educational workers, rather than submit them to daily change, within an average home, which is the case with foster day care.

This latter point of view contends that when, through good social statesmanship children will no longer be exposed to neglect through economic forces, women will still engage by preference in "extra-home" activities and will require the co-operation of a social agency such as a nursery in the day's care of their children. This means that the nature of the nursery will change, but not its basic functions. Parents will be able and glad to pay a higher fee for this wider service, and the nursery may become a self-supporting educational and service agency rather than a philanthropic social agency.

With such changing trends and developments it is not surprising to learn that already the day nursery considers itself a very close half-brother of the settlement and community centre. In the United States there are over forty combinations of nursery and settlement service, with the day nursery as a unit in the settlement, or the nursery giving settlement services to the entire district. It is significant, in the light of these developments that the Ottawa Day Nursery originally developed as a subsidiary service to the Ottawa Settlement, and that it outlived the settlement and to-day survives as a fully operating community service.

It is a time of changing concepts in the responsibilities and relations of public and private welfare services, especially in the family field, and the Day Nursery is going through its change of concept just when private social work is called on to justify its existence and objectives and when public financing has of necessity taken over many major social work activities. About the private agency, there has always clung the tradition of blazing new trails, of testing and proving new methods of insistence upon the sustained care of the full needs of the individual, of the maintenance of standards higher than the whole community was yet prepared to accept, of providing those extra services that comprehensive understanding and treatment demanded. Tried by these traditions and by the test of its financing through private funds, the Day Nursery retains its place as an old and honourable unit in the well-balanced community's range of privately operated social services, and one that touches in a very direct way upon the health, family, and recreational as well as the children's field.

CHILD PROTECTION IN THE CRIMINAL CODE

Amendment—Section 215.

The child protection agencies in recent months have been gravely concerned over the situation which had developed in the last year through the judgment given in the case of *Rex vs Eastman*, 1932, Ontario Reports 407, and *Rex vs Vahey*, 1932, Ontario Reports 211.

Section 215 of the Criminal Code read in part (Section 1 is omitted) as follows:

"2. Any person who, in the home of a child, by indulgence in sexual immorality, in habitual drunkenness, or in any other form of vice, causes such child to be in danger of being or becoming immoral, dissolute or criminal, or the morals of such child to be injuriously affected, or renders the home of such child an unfit place for such child to be in, shall be liable, on summary conviction, to a fine not exceeding five hundred dollars or to imprisonment for a period not exceeding one year or to both fine and imprisonment.

3. For the purposes of this section, "child" means a boy or girl apparently or actually under the age of sixteen years.

4. It shall not be a valid defence to a prosecution under this section that the child is of too tender years to understand or appreciate the nature of the act complained of or to be immediately affected thereby.

5. No prosecution shall be instituted under subsections two, three or four of this section unless it be at the instance of some recognized society for the protection of children or an officer of a juvenile court, without the authorization of the Attorney General of the province in which the offence is alleged to have been committed, nor shall any such prosecution be commenced after the expiration of six months from the time of the commission of the alleged offence."

This Section was passed in 1919 by Chapter 16 of the Statutes of that year, inserted in the Code as Section 220A and becoming sub-sections 2, 3, 4 and 5 of Section 215 in the revision of the Statutes.

The main purpose for which the provisions were intended and to which they have been put, was the breaking up, in the interests of children, of illicit relations and the re-establishing of natural family homes, thus avoiding the taking away of children from their parents and making them wards of the Children's Aid Societies under the various provincial Children's Protection Acts, as would otherwise have been necessary. In every case coming within the provisions in question, the Children's Aid Societies have power, under provincial legislation, to take the children away from evil surroundings and to have them committed as wards and placed in foster homes. Wherever possible, it is very much better, however, that children should remain with their parents. These provisions were designed to avoid the necessity of taking children away from their natural parents.

When the legislation was first adopted in 1919, the necessity for it was pressed upon the social agencies by reason of the fact that in numerous cases, other men were taking up their residence with the wives of soldiers absent at the Front, and living on the money that was being paid them from the soldiers' wages. At the present time, unemployment and the consequent necessity for heads of families to go away from home in search of work, has led to a further increase in the evil now under consideration. The original Section was passed in 1919, to deal with such cases and it has, until recently, served the purpose intended.

The judgments above referred to, however, held that the provisions of the Section did not mean what they had theretofore been thought to mean and what they were intended to mean, and, that notwithstanding the provisions of sub-section 4 of the present Section, (which provides that it should not be a valid defence to a prosecution that the child was of too tender years to understand or appreciate the nature of the act complained of), some visual and tangible mental injury to the child's morals must actually be proved. As it would rarely, if ever, be possible to obtain evidence satisfying this requirement, the result was to render the present provisions nugatory.

Mr. W. B. Raymond, K.C., who is Honourary Counsel for the Children's Aid Society of Toronto, argued the case before the Court of Appeal and reported that the grounds upon which their Lordships based their decision made it plain that the provisions contained in sub-sections 2, 3, 4, and 5 of Section 215 as these then stood, were quite useless and that no convictions could be secured under them.

AMENDMENTS SOUGHT.

Consequently amendments became absolutely necessary and after careful consultation, over many months through the Council office, these were sought in the following form:

"(2) Every person who, in the home of a child, *participates in adultery*, or in sexual immorality, or *indulges in habitual drunkenness* or any other form of vice, *thereby endangering the morals* of such child or *rendering* the home of such child an unfit place for such child to be in shall be *guilty of an offence* and *liable, upon summary conviction*, to a fine not exceeding five hundred dollars, or to im-

prisonment for a period not exceeding one year, or to both fine and imprisonment.

"(3) *It shall be an irrebuttable presumption, in any prosecution under subsection two of this section, that the child was in danger of being or becoming immoral, its morals injuriously affected and its home rendered an unfit place for it to be in, upon proof that the person accused did in fact, in the home of such child, participate in adultery, in sexual immorality, in habitual drunkenness, or in any other form of vice.*

"(4) It shall not be a valid defence to a prosecution under subsection two of this section that the child is of too tender years to understand or appreciate *the nature of the conditions prevailing in the home or the nature* of the act complained of or to be immediately affected thereby.

"(5) For the purposes of this section "child" *shall mean* a boy or girl apparently or actually under the age of sixteen years.

"(6) No prosecution shall be instituted under subsections two, three, four or five of this section unless it be at the instance of some recognized society for the protection of children or an officer of a juvenile court, without the authorization of the Attorney General of the province in which the offence is alleged to have been committed, nor shall any such prosecution be commenced after the expiration of six months from the time of the commission of the alleged offence."

The Honourable the Minister of Justice agreed to introduce amendments along these lines as a government measure in the Dominion Parliament and a bill to this effect was brought down on Wednesday, May the tenth, passing the House of Commons without opposition or change.

SUBSEQUENT EVENTS.

However, when the bill entered the Senate on Thursday, May the eleventh, it met with quite serious opposition on the ground that it enlarged the definition of what constituted immorality in a home where a child resided and made conviction more certain by introducing the principle of the irrebuttable presumption, and on the ground that the whole effect of the Section was indirectly to make adultery a crime which was not a crime under the Code. Contrary to practice in the past in the consideration of similar amendments, a suggestion of one of the members of the Senate that the question should be referred to a Committee before which those interested in the amendment could appear, was rejected and the Senate dealt directly with the amendment striking out subsection 3 entirely.

When the bill so amended was sent to the Commons, the Honourable the Solicitor General moved that the Commons refuse to accept the amendment because the deletion of subsection 3 made the whole section ineffective. Some members of the Commons were disposed to uphold the action of the Senate but the Right Honourable the Prime Minister spoke to the subject, stating in respect to the Senate action that all of subsection 3 was new and adding:

"Now, the irrebuttable presumption was not that of guilt at all. If the hon. gentleman had taken the trouble to read the subsection he would have observed that that is not what the irrebuttable presumption relates to. The irrebuttable presumption in any prosecution would be that the child was in danger of being or becoming immoral by reason of such surroundings as are described. That is, as the law stood previously, to prove drunkenness was not sufficient; it was necessary to prove something else. Now we say that it is an irrebuttable presumption under this subsection that the child was in danger of being or becoming immoral or of having its morals injuriously affected if the home conditions were as I have indicated. The Senate struck out that subsection. There is a medium course that has been suggested and I believe the Senate will probably accept it. The Minister is therefore moving that the statute be sent back to the Senate for that purpose.

I may say that the Children's Aid Societies of the country have been most active in connection with this matter, and this morning I received a telegram from a representative of the Children's Aid Society, pointing out that if this subsection were deleted the legislation sought would be destroyed. While it may be puritanical to say that it is an irrebuttable presumption that the child is in danger of having its morals corrupted by reason of improper surroundings, that has nothing to do with the question of guilt or innocence. The guilt or innocence of the accused must be settled by proving in the first place, let us say, habitual drunkenness. That must be proven as a fact, but if you prove drunkenness there is an irrebuttable presumption that such a condition in the home is injurious to the morals of the child. I believe the Senate will now appreciate the fact that it was not an endeavour to determine the guilt and have innocence proven, but rather to determine the conditions that do exist; and having proven that there exist conditions which are detrimental to the interests of the child, that is a matter of irrebuttable presumption which is nothing more or less than what has been in the criminal code for centuries and will continue to be there. In other words, as a matter of law, certain inferences flow from the establishment of certain facts, and the proof of the facts rests with those who assert them, the onus probandi being on those who represent the prosecution; and when they prove the facts, then that is an irrebuttable presumption that the child is in surroundings which are inimical to its moral wellbeing."

The bill was accordingly returned to the Senate on May the sixteenth and a conference requested between the Senate and the Commons on the matter.

On May the sixteenth the Senate reconsidered the matter and passed section 3 as it had originally gone to them adding the words,—

"Provided that this subsection shall not apply in the case of two persons, who, though in fact living in adultery, are living apparently respectably as man and wife, and where the children affected are the children of such union."

When this amendment reached the Commons, however, on May the nineteenth, the Acting Minister of Justice moved that the bill so amended be not accepted.

"Because the wording of the said amendment might be deemed to involve a principle which it may not be advisable to sanction in an act of parliament," explaining that the amendment, "might be considered as a sort of indirect recognition of adultery."

The Senate thereupon moved again for the elimination of section 3 entirely, which was done.

FINAL AMENDMENT.

This again was reported to the Commons on Monday, May the twenty-second, and the Commons asked for a conference with the Senate again on the matter and on May the twenty-fifth, the Acting Minister of Justice, the former Minister of Justice and Mr. A. A. Heaps were

appointed a Committee on behalf of the Commons to confer with a Committee of the Senate on this matter, moving on May the twenty-sixth, non-concurrence in the amendment, eliminating section 3. At this stage the Right Honourable the Leader of the Opposition, in the debate in the House stated that he was afraid, "the bill will be worn out travelling back and forth so often." The Right Honourable the Prime Minister and the Right Honourable the Leader of the Opposition were in agreement in requesting the Senate to confer on the matter of some acceptable compromise. Consequently, on Saturday, May the twenty-seventh, as the result of the Conference the following amendment was passed in the Senate; namely, that section 3 now reads:

"(3) In any prosecution under subsection two of this section, where the circumstances are such as, in the opinion of the Court, to render it likely that the child might be in danger of being or becoming immoral, its morals injuriously affected or its home rendered an unfit place for it to be in, it shall, upon proof that the person accused did, in the home of such child, participate in adultery, in sexual immorality, in habitual drunkenness, or in any other form of vice, be an irrebuttable presumption, that the child was in fact in danger of being or becoming immoral and its morals injuriously affected and that its home had in fact been rendered an unfit place for it to be in."

There are divided opinions as to the effectiveness or otherwise of the amendment which has now been obtained, and only the testing of the amendment in the courts will ultimately settle disputed interpretations which have been placed on the new enactment. It is said by many who are well-informed on such matters that the Section as it now stands, in effect, will prevent an appeal from the lower court for if the lower court judges that the situation is such as to constitute an irrebuttable presumption its judgment is not open to question on appeal.

CANADIAN STATISTICS ON SOCIAL WELFARE.—Continued from page 1.

The homes for adults had 10,111 persons in care on this date, while the hospitals and homes for the incurable had 3,095 inmates in care with an annual expenditure of \$1,404,681.00.

The section does not contain financial statistics as to the cost of operation of the child caring agencies and the orphanages and homes for adults.

The Dominion Bureau of Statistics has taken an initial step of tremendous national importance in the compilation of these statistics which provide the first working basis ever made available on a wide national scale for the calculation of some of our costs of social dependency and other maladjustments.

CRUELTY TO CHILDREN

Periodically inquiries and resolutions are received in the office urging that the Council interest itself in obtaining more stringent legislation dealing with cruelty to children.

In reply to such inquiries it is always pointed out that under the Children's Protection legislation of all nine provinces action may be taken to remove the child who is being ill-treated in any way within its own home or the home in which it is residing. Such action is designed primarily to give protection to the child and involves a civil process. The child may be removed without warrant by a Children's Aid Society, or police officer, from the conditions in which it is found, and the case brought to a hearing within a varying period, fixed in most of the provinces at not more than a week. In Quebec, the responsibility for initiating action is open to any ratepayer.

The child may then be returned to the home under supervision or placed temporarily or permanently in the care of a Children's Aid Society or a child protection agency, either on a temporary placement or as a ward, either temporary or permanent, of the Society. Most of the provincial enactments provide also for penalties upon the adults against whom it is necessary to protect the child.

THE CODE.

Over and above the protection which may be accorded under the child protection legislation of the various provinces, any adult ill-treating a child may be proceeded against criminally, under the Criminal Code of Canada, in force in all parts of the Dominion.

The fact that the provisions of the Code designed for the protection of the individual, may be invoked on behalf of children as well as on behalf of adults, is often overlooked and as a result, legislation for the special protection of children is asked for when the matter is already covered fully by the existing law. Where the offence against the child cannot be brought within one or other of the sections dealing with specific crimes (such as murder or attempted murder or manslaughter, Secs. 259-268, bodily injuries and acts and omissions causing danger to the person, Secs. 273-289, or unlawful carnal knowledge, Secs. 298-302) it can always, whatever its nature and whether it be serious or comparatively trivial, be dealt with under the Sections dealing with assault (Secs. 290-297). An assault is equally an assault, whether the victim be an adult or a child and whether in the latter case the person committing it be a parent or a teacher (unless Section 63, to be presently referred to, can be invoked) or a mere stranger.

The relevant sections of the Code dealing with assault, read in part as follows:—

"290. An assault is the act of intentionally applying force to the person of another, directly or indirectly, without the consent of the other or with such consent, if it is obtained by fraud."

"291. Every one who commits a common assault is guilty of an indictable offence and liable, if convicted upon an indictment, to one year's imprisonment, or to a fine not exceeding one hundred dollars, and on summary conviction to a fine not exceeding twenty dollars and costs, or to two months imprisonment, with or without hard labour."

"295. Every one who commits any assault which occasions bodily harm is guilty of an indictable offence and liable to three years' imprisonment."

Queried as to the application of this Section, in cases of punishment to the point of ill-treatment of a child, by a teacher, our Honourary Solicitor, Mr. W. L. Scott, K.C., has given the following opinion;

"Were it not, therefore, for the provisions of Section 63, to be presently referred to, the act of correcting a pupil in school would always be a common assault. Where an act actually causes bodily harm, the guilty party would therefore be liable upon conviction on indictment to imprisonment for three years." Section 63 reads as follows:

"63. It is lawful for every parent, or person in the place of a parent, school-master or master, to use force by way of correction towards any child, pupil or apprentice under his care, provided that such force is reasonable under the circumstances."

Upon a prosecution of a teacher for an offence under Section 290, the question before the Court would be whether the force used by way of correction towards the child was or was not "reasonable under the circumstances." Where, however, the offence is one under Section 295, because of actual bodily harm having been caused this would clearly not, in my opinion, be "reasonable under the circumstances" and there would therefore be no defence available under Section 63.

There are some other provisions with regard to the trials of cases of assault that should be considered. These are—

Section 732, which provides that where the charge is common assault (i.e., under Section 290, and not under Section 295) if the justice considers that owing to the circumstances the charge is a fit subject for prosecution by indictment, he shall so order, but otherwise he shall deal with the case as upon a summary conviction.

Section 733 provides that where the magistrate dismisses the charge, he shall grant a certificate to the party charged.

Section 734 provides that such a certificate will release the party from all further proceedings, civil or criminal, for the same cause."

In transmitting this information, Mr. Scott points out that obviously a great deal would depend in any case upon the attitude of the magistrate before whom any such charge against a teacher might be brought and upon the view that he might take of the offence. Where, however, the evidence was such as to indicate actual bodily injury, the magistrate would be practically bound to find that it constituted an offence under Section 295 of the Code and, therefore, the magistrate in such a case would have to commit the offender to trial by indictment.

This information is printed herewith because of the numerous inquiries which have reached the office and the Council would invite any agencies or persons interested to submit definitely any proposals or suggestions which could strengthen or re-inforce the existing legislation. Most of the communications or suggestions which have reached the office have been of a very general nature asking merely that the Council should take action to obtain "stronger laws against cruelty to children."

NOTES.

The Saint John Family Welfare Bureau, founded in 1928-9, was incorporated in the recent session of the New Brunswick Legislature as the Family Welfare Association, Ltd., extending over the area of the city and county of Saint John.

The Saint John Day Nursery, the youngest in Canada, continues to flourish in finance, expansion and standards. It has moved to new quarters, reports encouraging financial support, and has just adopted an interesting working arrangement, whereby the Children's Aid Society will provide supervision service to children in day care.

NEW BRUNSWICK PROTESTANT ORPHANAGE.

The Protestant Orphanage of New Brunswick has just closed another year of work with an average daily residence of 229 as against 238 children in 1931-2. The orphanage is one of the few Homes in Canada enjoying guardianship rights, and of the 238 children in residence at the close of the year, 10 were wards available for placement, the other 134 being nominal boarders, with responsible parents or guardians, the average board actually paid per child per month being \$3.75. Practically a third (84) of the children in care are born out of wedlock with another 15% roughly due to the desertion of the father. As in many other cities the effect of increased relief payments to the home by the public relief authorities is reducing admissions, due to economic causes, to child caring agencies, the Saint John Orphanage reporting eleven less Saint John children in care, due to this factor.

The Orphanage has been feeling the stress of the times, its bank overdraft being increased from \$9,000.00 to \$27,000.00 in the year, and as might be expected with fewer children in care, the maintenance per capita has risen 4c per child day. Operating costs total \$63,907.01 with revenue dependent entirely on maintenance payments, private donations and interest on investments. Per capita per diem costs are 82 cents in the babies' home; and 72 cents in the orphanage, a median rate of 75 cents.

THE CHILDREN'S AID SOCIETY OF SASKATOON.

The Saskatoon Society is one of the largest in Western Canada and one of the few of the newer Societies which attempts to render a large amount of field work and protection to children in their own homes as well as ward care. The Society operates a shelter, a children's ward for babies, an unmarried mothers' division, the probation services of the Juvenile Court and the legal division work under the Provincial Bureau of Child Protection. In addition as the representative of the province, the secretary of the Society is entrusted with the administration of Old Age Pensions and Mothers' Allowance services within the city.

Particular problems emphasized in this year's report include the large increase in the number of 'teen age girls requiring the Society's care. This is in part due to the unemployment situation. Many are girls who have not been employed but who are idle at their own homes and unable to obtain their first employment. As in Hamilton, Saint John, and other cities, the Society reports an aggravation of the newsboy and street trading problem among very young children due to economic conditions and need within the homes and the consequent tendency to exploit the younger children in street selling.

CHILDREN'S AID SOCIETY OF SAINT JOHN.

The Nineteenth Annual Report of the Children's Aid Society of Saint John has just been received and especially in view of the financial and other difficulties, which have been encountered, reflects credit on the Board and Executive Management.

Unfortunately it has not been possible, because of financial conditions, to maintain the boarding home service which the Society had

developed in the last three years, but no child was discharged from such care; as homes were left vacant through placement, children on the waiting list were not moved forward into boarding homes.

The volume of work of the Saint John Society is indicated by the statistical report of 82 children under direct supervision in shelter, boarding or adoption homes, and continuous service to 232 families involving 482 children in the family protection division. Though the shelter has been full throughout the year 31 new admissions were made and 30 children discharged. Children in care at the end of the year numbered 82.

An interesting development in the work of the Saint John Society in the past year has been a co-operative experiment with the Women's Institutes whereby free holidays were obtained for a large group of the children in some of the excellent rural districts of New Brunswick.

The health report of the Saint John Society reflects credit upon the Committee and local health services, while the development of recreation facilities within the shelter bespeaks a most active committee in charge.

Saint John is particularly fortunate in the extent and energy of the voluntary assistance accorded to the Society.

The Society's budget totalled \$14,000.00 in the year just closed, roughly \$10,000.00 of which was received from the municipality, \$1,100.00 from board from inmates and the balance from gifts, special donations, and earnings in the Thrift Store operated by the Society.

MOTHERS' ALLOWANCE IN NOVA SCOTIA.

The Third Annual Report of Mothers' Allowance in Nova Scotia covers the second full year of operation of the legislation, the amount expended for allowance in this period being \$331,336.00, as against \$310,602.00 in the first year of operation. As indicated in the first report of the Director, the cost of administration has been less this year because so many of the items and expenditure in the first year were non-recurring. Administrative costs have amounted to \$16,824.00, as against \$22,744.00.

The number of families in receipt of allowances has increased roughly 10%, the total assisted being 1,101 families with 3,802 dependent children as against 1,030 families with 3,179 dependent children in the first year of operation.

Judge Blois, the Director, reports many of the problems encountered in the other provinces in this field of administration, particularly the popular error of considering the allowance as a pension or compensation payment to which the applicant is entitled simply because she is a widow and not even necessarily because she is in need.

The records of two years of administration, it is stated, provide unquestionable evidence that many homes which would otherwise have been disrupted have been kept intact, that the school attendance of the children has been greatly improved and that considerable improvement has also taken place in the health conditions of mothers and their children.

Judge Blois rightly stresses some of the more intangible benefits, particularly the value of a sense of security and resulting greater happiness and courage on the part of mothers and their families.

Difficulties of administration with a percentage of mothers who cannot be entrusted fully with the responsibilities of the grant are recorded, but with the qualification, "a very small percentage of the mothers give us a large percentage of trouble and difficulties as well as greatly increase the cost of administration."

CALGARY COUNCIL ON CHILD AND FAMILY WELFARE.

The Calgary Council has just completed its fifteenth Child Welfare Week and takes advantage of the situation to list some of the practical results which have accrued from the work of the Council in the City of Calgary, including the establishment within the City of a clinic for prenatal and post-natal care; a pre-school and baby clinic with specialists in attendance; re-organization of the Children's Aid Department in more suitable quarters, and provincially, the appointment of full-time instructors in health in the normal schools, the classification of motion pictures within the province (the first province in Canada to adopt the legislation) the proclamation of the Child Welfare Act, amendments to bring the provincial legislation on Child Labour into conformity with the conventions of the League of Nations, and amendments to the Child Welfare Act regulating street trading.

The Child Welfare Week continues to meet with unusual success and to enlist the most representative attendance of Alberta and Calgary's public men and an unusually wide acceptance by the parents and children served.

Mrs. Harold Riley, the indefatigable president, has been re-elected to another term.



Cut by Courtesy of White House Conference

MATERNAL AND CHILD HYGIENE

HEALTH AND MEDICAL CARE

As the economic conditions of recent years settle down into a heavy incidence of unemployment, underemployment and inadequate income, in hundreds of thousands of homes, the question of the provision of relief widens out beyond the four simple minimum essentials of food, fuel, clothing, and shelter, into problems that become increasingly more complicated for the public authorities and private services. The question of the replacement of household utensils, of rent, of adjustments of interest, mortgage and taxes; the maintenance of children at school and particularly the problems of health and medical care, including dental services, and other complexities of detail and fundamental questions of principles and policy offer a serious challenge to the best efforts of the public authorities.

THE MAY CONFERENCE SUGGESTIONS.

The question of health and medical care concerned a special sub-committee of the May Conference on Relief in Ottawa, the discussions revolving about the question of emergency measures for relief in the heavy loads of the present situation, and consideration of fundamental policies and programme in long range planning for health and medical care. Because of the view advanced strongly in certain sections of the Conference that the constitutional aspects of the situation would mean controversy and delay were health costs to be urged merely as a part of the unemployment relief expenditure, the Conference declared itself on certain general principles and referred the question of the exact means through which these should be attained to the Dominion Health Council, which was meeting this month.

The Conference resolutions stated:

1. In the opinion of your Committee, a paramount duty of the State in all its branches is the maintenance of the health of the people.
2. In our opinion in respect to relief being given to unemployed persons of Canada with their dependants in their own homes, medical care should be included.
3. Medical care shall mean and include the services of a medical practitioner, dentist, nurses and other related care.
4. The necessary medical supplies and drugs shall be considered a part of this care.
5. Drugs and medical supplies under the meaning of these terms should only be given upon medical authority.
6. The above services should be available through the existing channels as far as possible and the personal relation of doctor and patient should not be disturbed.

7. Your Committee views with approval the present facilities in Canada with respect to Public Health Services and would most respectfully urge that these services be maintained and extended.
8. A further suggestion recommended that monies available for unemployment relief from any or all sources should be made available for medical care. However, after lengthy discussion in which the possible relationship of such widespread public provisions of medical care to public health services, and to any contemplated plans of Dominion aid or health insurance was stressed, it was agreed, upon division, to endorse these seven principles, as above set forth; to record recognition of the need of financial aid on a broad basis for the provision of health and medical care; but to refer the question of the provision of that aid to the Dominion Health Council for consideration at their June meeting."

THE DOMINION HEALTH COUNCIL.

The Dominion Health Council gave the matter very careful consideration and the conclusions of this body were presented to the Council of the Canadian Medical Association at its meeting in Saint John the week of June the nineteenth by Dr. J. J. Heagerty, Assistant Deputy Minister of Pensions and National Health, as follows:

"WHEREAS the physical and mental well-being of the people of this Dominion is of paramount importance;

AND WHEREAS medical care for those in receipt of relief, up to the present time, has not been given the consideration it is entitled to and is not considered as part of the general relief programme;

THEREFORE, BE IT RESOLVED that the Dominion Council of Health recommend that the medical care of those on relief be included with food, clothing and shelter and be paid for out of the Dominion, provincial, or municipal funds available for relief purposes, such medical relief to consist of medical and nursing care in the patient's own home or the doctor's office; and that, insofar as possible, this medical care be given by the medical services now available, the individual requiring the service to have, where such is feasible, the choice of physician or nurse; and that the organized medical profession be asked to supply this service at special rates to cover the cost to the physician or nurse of dispensing this service." *

The emergence of these questions to immediate interest and concern will direct Canadian attention to the very substantial body of available information on this whole problem contained in the final report of the Committee on the Costs of Medical Care (United States) published under the heading "Medical Care for the American People." This report is the result of a five year study of a national committee of fifty members under the chairmanship of Dr. Ray Wilbur, Secretary of the Interior, and which included members representing the fields of private practice, public health, medical institutions and special interests, social work, and the general public. Under a special director, this study included seventeen separate studies which have been covered in twenty-six fact-finding reports. The two hundred page volume of findings, which is the considered opinion of the majority of the Committee, with the reports of two small minority groups, was published in November, 1932, and the Committee dissolved on January the first, 1933.

Because of the marked similarity in many of the social conditions and problems of the United States and Canada, and because the report deals so widely with fundamental principles and attitudes, as well as with statistical and professional facts, its contents cannot but be provo-

*In this connection it is of interest that on May 31, 1933, Harry L. Hopkins Federal Relief Administrator of the United States, telegraphed the governors of all States: "It is my interpretation of the Federal Relief Act, that local and state funds should be used for hospitalization, the care of dependent children in institutions and boarding homes, institutional care of all kinds, pensions and welfare activities normally carried on by the state and local sub-divisions.

cative of thought, and of very real value to Canadian health and social workers, as they struggle towards clearer concepts and the adoption of principles and policies in the Canadian field.

The report is excellently arranged and easily consulted, its six chapters being so arranged that any particular point can be easily found while the whole builds up logically towards the recommendations and the challenge of the future, under which the findings of the minority reports and certain individual statements appear.

MEDICAL FACILITIES IN THE UNITED STATES.

The first chapter deals with the present status of medical care in the United States and summarizes briefly the salient features of the twenty-six fact finding studies. This chapter examines the professional and economic status of medicine in the United States, the number and distribution of medical facilities, the demand, and degree to which it is met, for medical and dental care, the preventive medical and public health services and such economic factors as the costs of medical service, family income, and a cross-section study of 39,000 families. The implications of these analyses are then carefully summarized. Of general interest is the fact that the 120,000,000 population of the United States employ roughly 1,000,000 persons in the care of health and sickness and expend annually about \$3,500,000,000 for doctors, nurses, hospitals, drugs, etc. The report estimates that the population spends \$30.00 per capita a year for sickness but only 31 cents a year for health services. It estimates that nearly \$6,000,000,000 are invested in medical, dental, hospital and similar equipment of which about \$3,500,000,000 is publicly owned and about \$1,000,000,000 by private practitioners. An interesting fact is established, namely, that the population of the United States spend about \$360,000,000 annually in patent medicines and other "self-diagnosis and self-medication," roughly 10% of the total spent for all medical services and commodities in the country.

Half of the family incomes of the United States, it was estimated, were less than \$2,000.00 a year, one-quarter \$1,400.00 or less and the annual per capita income in eight States fell even in normal times below \$400.00 a year. One-third of all the doctors in private practice, even in 1929, had net incomes of less than \$2,500.00 a year.

A SATISFACTORY MEDICAL PROGRAMME.

Chapter 2 deals with the essentials of a satisfactory medical programme which the Report summarizes under six clear-cut items:

1. The plan must safeguard the quality of medical service and preserve the essential personal relation between patient and physician.
2. It must provide for the future development of preventive and therapeutic services in such kinds and amounts as will meet the needs of substantially all the people and not merely their present effective demands.
3. It must provide services on financial terms which the people can and will meet, without undue hardship, either through individual or collective resources.
4. There should be a full application of existing knowledge to the prevention of disease, so that all medical practice will be permeated with the concept of prevention. The program must include, therefore, not only medical care of the individual and the family, but also a well-organized and adequately-supported public health program.*

* The term "public health program" is meant to include the work of the official health departments and of voluntary health agencies.

5. The basis plan should include provisions for assisting and guiding patients in the selection of competent practitioners and suitable facilities for medical care.
6. Adequate and assured payment must be provided to the individuals and agencies which furnish the care."

The chapter then deals with each of these in detail, but concisely, and outlines in its development, three general lines of approach:

1. The development of types of organized or group practice that will more effectively and economically meet the community's medical needs.
2. The distribution over a period of time and over a group of families and individuals of the costs of service.
3. The provision for the planning and co-ordination on a local and regional basis of all health and medical services.

These three lines of approach are also developed further in the discussion.

Under the distribution of costs one conclusion of transcending importance seems to emerge, namely that "the costs of medical care are felt as a burden more because they are unevenly distributed among the people than because of their total amount." This leads the Committee to the conclusion that the costs of medical care should be distributed over groups of people and over periods of times, and two major methods of such distribution are advanced, namely, insurance and taxation. Both methods, however, the Committee finds are not sufficiently in use to prevent the costs from being "a burden to most and impossible to many." The Report then examines existing provisions within the United States and dismisses the possibility of participation by commercial insurance companies in the forms of insurance against the costs of medical care as "tending to increase the costs and not to improve the quality of service," and forfeiting "largely if not entirely the most important element in the establishment and maintenance of quality, namely effective professional participation in the formulation of policies." Workmen's Compensation and Industrial Medical Services are reviewed, but the extension of these systems generally is not favoured, because "it would place the whole financial responsibility on the industry and would make employees and their physicians more directly dependent on employers," while periods of unemployment would mean suspension of this provision of medical care.

Taxation, it is ascertained, now meets about 14% of the nation's annual medical bill. Here the Committee believes that primary responsibility should be accepted locally but that where local funds are insufficient, supplementary aid should be given from, preferably, the next larger governmental unit.

THE OBJECTIVE.

Chapter 3 sets forth the ultimate objective in the organization of a complete medical service, claiming that almost enough to achieve this is now being spent and only slight increases in personnel are needed. It suggests that every fairly well-knit urban community of at least 15,000 population can support a non-profit medical and health centre, with personal relationship maintained by the local practitioner using this centre not only for bed patients, but for "up patients." The visiting nursing service would be tied in to this hospital and medical centre and dentistry provided merely as one of the specialties. All

social service and necessary medical supplies for all the sick except mental and tuberculous cases would be provided through this centre. It is estimated that possibly 200,000 people could be cared for through such a service with 100,000 as possibly the ideal unit, with a 500 bed hospital and 50 visiting nurses.

All prevention work, surgical and medical specialties, and personal health education would be provided through this scheme by an annual fee per family or per person which would be either standardized or vary with income, while all indigent cases would be met from taxation as at present, and by contract between the public authority and the centre.

Subsidiary hospitals or service stations in small towns and rural areas would be tied in to the proper urban centre with special facilities available on need and with traveling clinics utilized for more distant groups.

Analysing various considerations, it is estimated that the annual individual payment would fall between \$20.00 and \$40.00 a year which might be met as a lump sum or by periodic payments or by special taxation or possibly an adaptation of both.

Chapter 4 deals with different types of experiments now on trial in the United States and the State medicine projects in England, Germany, Denmark and France.

RECOMMENDATIONS.

The fifth chapter contains the recommendations of the Committee which the report itself summarizes as follows:

"1. The Committee recommends that medical service, both preventive and therapeutic, should be furnished largely by organized groups of physicians, dentists, nurses, pharmacists, and other associated personnel. Such groups should be organized, preferably around a hospital, for rendering complete home, office, and hospital care. The form of organization should encourage the maintenance of high standards and the development or preservation of a personal relation between patient and physician.

2. The Committee recommends the extension of all basic public health services—whether provided by governmental or non-governmental agencies—so that they will be available to the entire population according to its needs. Primarily this extension requires increased financial support for official health departments and full-time trained health officers and members of their staffs whose tenure is dependent only upon professional and administrative competence.

3. The Committee recommends that the costs of medical care be placed on a group payment basis, through the use of insurance, through the use of taxation, or through the use of both these methods. This is not meant to preclude the continuation of medical service provided on an individual fee basis for those who prefer the present method. Cash benefits, i.e. compensation for wage-loss due to illness, if and when provided, should be separate and distinct from medical services.

4. The Committee recommends that the study, evaluation, and co-ordination of medical service be considered important functions for every state and local community, that agencies be formed to exercise these functions, and that the co-ordination of rural with urban services receive special attention.

5. The Committee makes the following recommendations in the field of professional education: (A) That the training of physicians give increasing emphasis to the teaching of health and the prevention of disease; that more effective efforts be made to provide trained health officers; that the social aspects of medical practice be given greater attention; that specialties be restricted to those specially qualified; and that postgraduate educational opportunities be increased; (B) that dental students be given a broader educational background; (C) that pharmaceutical education place more stress

on the pharmacists' responsibilities and opportunities for public service; (D) that nursing education be thoroughly remoulded to provide well-educated and well-qualified registered nurses; (E) that less thoroughly trained but competent nursing aides and attendants be provided; (F) that adequate training for nurse-midwives be provided; and (G) that opportunities be offered for the systematic training of hospital and clinic administrators."

In submitting the recommendations the Report points out, however, that "no single plan is adaptable to all of America's regional variations in economic resources and activities, cultural and educational developments, density of population, and social attitudes, while the Committee cautions that "goals are more important than institutions, since service is the only purpose of organization."

The Minority Reports offer opposed recommendations, suggesting:

1. That government competition in the practice of medicine be discontinued and that its activities be restricted (a) to the care of the indigent and of those patients with diseases which can be cared for only in governmental institutions; (b) to the promotion of public health; (c) to the support of the medical departments of the Army and Navy, Coast and Geodetic Survey, and other government services which cannot because of their nature or location be served by the general medical profession; and (d) to the care of veterans suffering from bona fide service-connected disabilities and diseases, except in the case of tuberculosis and nervous and mental diseases.

2. That government care of the indigent be expanded with the ultimate object of relieving the medical profession of this burden.

3. That the study, evaluation and co-ordination of medical service be considered important functions for every state and local community, that agencies be formed to exercise these functions, and that the co-ordination of rural with urban services receive special attention. (Which agrees with the Committee's recommendation 4.)

4. That united attempts be made to restore the general practitioner to the central place in medical practice.

5. That the corporate practice of medicine, financed through intermediary agencies be vigorously and persistently opposed as being economically wasteful, inimical to a continued and sustained high quality of medical care, or unfair exploitation of the medical profession.

6. That methods be given careful trial which can rightly be fitted into our present institutions and agencies without interfering with the fundamentals of medical practice.

7. The development by state or county medical societies of plans for medical care."

The second Minority Report is submitted by members of the dental profession on the Committee and endorses the Medical Society plans of the Minority Report Recommendations, stating that "these would place responsibility on the professions for maintenance of standards of service and would set up for a State or a community agreed rates of payment so that competition between different professional groups furnishing service between individual practitioners would be on a basis of quality and care and not on a basis of charges." Such a form of the organization of medical service under professional control, it is advanced, will "set a pattern which will determine the direction of any future developments of organized medical care in voluntary or compulsory insurance."

One of the most significant principles in the Report is the strong recommendation of the Committee that the question of the provision of a service for sickness and for health and the question of cash allowances to keep the family going during the illness of the wage earner must be distinct; in other words, the provision of public health services and the

development of a system of state medicine are apparently visualized as distinct and separate from the development of health insurance systems of themselves.

IMPROVING MORTALITY RATES.

The Dominion Bureau of Statistics has just issued its preliminary summary of the vital statistics for Canada for the fourth quarter of 1932, and includes an interim summary from such statistics as are available for the whole of the year 1932.

These statistics would indicate a slight decrease in the birth rate from 23.2 per 100,000 of the population to 22.4. The death rate also shows a decrease from 10.1 to 9.9, as does the marriage rate, dropping from 6.4 to 6.

What will be of particular interest to our readers is the fact that the marked drop in the infant death rate recorded in 1931 and indicated for the first three quarters of 1932 has been sustained. The infant death rate for 1932 has dropped to the very satisfactory figure of 73.3 per 1,000 living births, a decrease from 84.7 in 1931 which in turn marked a reduction from 89.3 in 1930.

The maternal death rate indicates a further satisfactory reduction, the rate for 1932 apparently being 5 per 1,000 living births, as against 5.1 in 1931, which showed the first substantial reduction in recent years, the rate having varied from 5.6 to 6 for several years.

Diphtheria deaths continue to show a reduction in the satisfactory reaction to wider knowledge and application of immunization.

"MAN'S ATTITUDE TOWARDS HIS PHYSICAL LIFE."

Under this heading the Canadian Public Health Journal has reprinted Professor Roy Fraser's excellent paper on this subject given before the annual meeting of the Canadian Life Insurance Officers' Association in Toronto.

Professor Fraser, quoting various authorities, estimates preventable illness and death with resultant economic wastage, as 50 to 70% unnecessary. At any given time he states that 70,000 of the Canadian working population are absent from work owing to illness. The annual cost of preventable disease in Canada he estimates at \$300,000,000.00.

Professor Fraser sees the solution of the health problem in the combination of Christianity and science. The former he describes as the principle force, and the latter, the principle tool in the prevention of unnecessary handicap and defect and in the development of a well-balanced programme of health services.



FAMILY WELFARE AND RELATED PROBLEMS

FAMILY PROBLEMS IN RELIEF

The May News Letter of the Family Welfare Association of America offers a most valuable compilation under the heading, "What are Family Agencies giving to Families?"

This issue contains a summary by Mr. Lilliefors, of the Department of Studies and Information, of a survey made in a large group of cities and agencies, together with a supplementary statement on the meaning of these trends to the families under care, by Mr. Swift, the Executive Secretary of the Association.

RELIEF BUDGETS.

Standard minimum relief budgets were studied from 25 cities, varying in population from 40,000 to over 1,000,000. The total weekly budgets for a family of five, (man, woman and three children, aged 12, 10 and 8), ranged from \$9.40 to \$23.05, the average being \$17.60 per week distributed,—rent \$4.30, food \$6.85, fuel and light \$1.75, clothing \$3.03, incidentals \$1.71.

ACTUAL GRANTS.

However, the analysis of the actual relief practices reported for 87 agencies shows that "in actual practice most of the families on relief are getting very much less than even a minimum relief budget," Mr. Swift reinforcing this by pointing out "that more than half the agencies probably give less than \$8.00 relief per week to a family of five people without other income who would, according to the minimum budget figures reported to us need about \$17.00 or \$18.00 in order to maintain a minimum standard of living;" so Mr. Swift continues, "the minimum standard budget simply serves as a guide in working out the needs of an individual family which may actually be lower or higher than the established budget."

In actual relief practice, reports of 87 agencies show that 14 would give less than \$6.00 per week to the family of five, 34 would give more than this but less than \$9.00, 10 agencies would give more than \$10.00 but less than \$12.00, 17 would give more than \$12.00 but less than \$15.00 and only 12 would give more than \$15.00. Only four of the public departments would give more than \$9.00 and only one of these above \$13.00.

Practice most nearly approximates the budget in the food allowance, the average for the standard budget being \$6.85, while 29 of the agencies report a food allowance of between \$6.00 and \$8.00, 27 between \$4.00 and \$6.00, and 17 between \$3.00 and \$4.00. Thus all but 12 of the 85 cities covered allow food grants between \$3.00 and \$7.00 per week.

The study indicates that the distinction between families "on ordinary relief," and families on "unemployment relief" is breaking down because of the increased period of unemployment, and because of inadequate relief together with the discouraging decrease in re-employment openings.

EFFECT ON HEALTH.

Fifty-three of the executives report that they have so far observed no signs of malnutrition or illness while 17 mention an increase. The situation is possibly best summarized in a statement quoted from Dr. Carl Buck, Field Director of the American Public Health Association, who says, "The worst effects of the economic depression in its relation to public health are yet to come. There is a lag between cause and effect.

... Let no one be lulled into a feeling of false security based upon the present low death rate. That is something to be thankful for, but it will constitute an added danger if any one is led to believe thereby that a very real danger does not now exist with even greater dangers in store."

The study states that almost all the cities in which a feeling of discouragement, despair and apathy is reported are cities where the total relief is comparatively low.

SUMMARY.

One of the lines of inquiry was the extent to which the agency shared their own problems of assuring relief of an adequate nature for their clients and, on the whole, understanding and commendable co-operation are reported as from the cities and agencies which explain their difficulties in financing and in administering adequate relief to their clients. A few cities report a growing inclination on the part of the families to demand more relief, and other services. On the whole it would appear that appreciation and gratitude characterize most of the recipients of relief.

The report states significantly:

"The relative adequacy of relief is not the only aspect of the relief procedures which can be harmful or helpful to clients. . . 'We feel', says one, 'that clients suffer from lack of actual cash for their own planning rather than from a lack of necessities of life'. . . 'The necessity for administering relief at low cost (in other words, relief in kind) means that planning is too largely taken out of the hands of clients.'"

Another matter of agreement is the importance to the clients of some sense of security, the report emphasizing that when the client has very little security of his own, "the financial stability of the relief giving agency becomes a matter of importance to him."

Mr. Swift concludes "that social work experience has long since demonstrated that inadequate relief is discouraging and disheartening rather than stimulating," adding "of equal importance, certainly, with the effect on the physical wellbeing, is the devastation that the whole unemployment and relief experience is wreaking on the personality and character of thousands, even hundreds of thousands."

It will be remembered that in the annual report of the Canadian Council in May, the Executive Director pointed out that the trend in practice in Canada would likely drift towards cash relief. One comment of Mr. Swift's foreshadows this from another angle;

"Social workers are convinced that the more choice they can give those who receive relief and the more they can let them plan their own expenditures, the more they foster a feeling of responsibility and worth-whileness."

DOES THE QUALIFIED WORKER PAY IN UNEMPLOYMENT RELIEF?

(Some comparative statistics in two American cities taken from a study made by the Helen S. Trownstine Foundation of Cincinnati which is the Research Department of the Cincinnati Community Chest).

"Child and Family Welfare" is indebted to Mr. J. H. T. Falk, Director of the Vancouver Welfare Federation, for the following comparative memorandum:

	Cleveland	Cincinnati
Population.....	1,201,455	589,356
Relief Jan. to June '32.....	\$3,207,233	\$1,806,036
Relief per capita per month.....	Cents 0.45	Cents 0.51
Relief per unemployed person per month.....	\$3.04	\$5.78
Relief per family per month.....	\$22.43	\$16.32
No. of unemployed monthly average of six months.....	175,717	52,077
No. of families on relief, monthly average of six months.....	23,386	18,436
No. of case workers and aides employed.....	354	129
Average case load, per worker.....	65	160
Ratio of trained workers.....	5	1
Cost of administration.....	\$599,943	\$150,000
Administration cost as percentage of relief...	15.7	7.7

The highlights of the situation depicted in the above statistics seem to be:

1. That though Cleveland's unemployed constituted a larger percentage of her population, namely 146 per 1000 of population, as against Cincinnati's 88 per 1000, relief was actually given in Cleveland to 19.4 per 1000 as against 31.3 per 1000 in Cincinnati.
2. That in spite of the fact that the amount of relief per family per month was \$6.11 higher in Cleveland than in Cincinnati, the relief per capita per month of the total population was 6 cents higher in Cincinnati than in Cleveland.
3. Cincinnati gave relief to 35% of its unemployed as against Cleveland's 13.2%.

In explanation of the differences noted—over and above the difference in case load per worker,—it should be stated that Cleveland employed 36 trained case workers in charge of the intake Department i.e. taking first applications.

On the score of immediate economy alone this question forces itself; does it pay to hire plenty of case workers? Advocates of an adequate staff of case workers however do not place all the emphasis on the possible saving of money, preferring to rest their claims for high standards of service on the ground that relief given to families, which might be kept off relief by adequate case work methods is damaging to morale and creates a condition in the family which will be paid for dearly in years to come.

It is admitted that public opinion in most cities has opposed the policy of spending any more than an absolute minimum on service.

Cleveland for many years past has educated its citizens to appreciate the value of case work service and during the unemployment crisis has maintained its standards chiefly by demonstrating, as the above statistics prove, that in Cleveland at least it is cheaper to employ caseworkers adequate in number and training to maintain 'casework' standards in the administration of unemployment relief.

MENTAL HYGIENE AND UNEMPLOYMENT.

With characteristic assessing of public psychology the National Committee for Mental Hygiene has issued an attractive booklet entitled "Morale: The Mental Hygiene of Unemployment." In the summary accompanying the booklet the Committee states:

"The paramount task facing relief workers to-day is to help the mentally distressed unemployed to preserve their sense of security, menaced as it is on all sides by the prevailing economic conditions," Dr. George K. Pratt, psychiatrist, declares in a report on "Morale: The Mental Hygiene of Unemployment," issued by The National Committee for Mental Hygiene, the purpose of which is "to help social workers, unemployment relief investigators and others to understand a little better what goes on in the minds of men and women who lose their jobs."

A very large proportion of the unhealthy mental reactions produced by the depression, Dr. Pratt explains, have their roots in various kinds of insecurities. "Physical or economic security everyone can understand. Threats to life itself, to bodily comfort, to long established physical habits cause fear, and fear in turn produces worry, anxiety, or depression. No less acutely, however, does *emotional* insecurity cause fear and its resulting chain of symptoms. Thus, threats to our pride, our sense of power, our success in achievement, our affectional relationships, all of which come from economic frustration and its resulting insecurity may also cause any variety or degree of mental disorder."

While the available statistics do not indicate a general increase in mental diseases serious enough to require hospital treatment, Dr. Pratt reports a great many lesser departures from average mental health and anticipates that "many who have been on the borderline of mental ill-health for some time before unemployment will now go under."

"It is especially these latter unhealthy attitudes," Dr. Pratt says, "which so frequently pass unrecognized as types of mental ill-health and yet are so common, that social workers are daily forced to contend with. Such attitudes are likely to be greatly exaggerated in times of stress and are everywhere encountered among the unemployed. They include varying degrees of chronic irritability, sensitiveness to fancied slights, discrimination or criticism; bitterness, sullenness, and a chip-on-the-shoulder attitude. Mental depressions, ranging from just ordinary spells of the 'blues' to real melancholia, are frequent, while apathy, indifference, resignation or hopelessness also are typical reactions in some personalities."

THE JOB OF THE SOCIAL WORKER.

Thus, Dr. Pratt points out, the job facing every relief and social worker dealing with unemployed individuals is a two-fold one: "Along with the provision of material relief, and as part of this process, is the

equally vital task of recognizing early signs of flagging morale and ministering in some measure to the security of the unemployed and their families."

One of the most difficult mental hygiene problems precipitated by the depression, the report states, is that represented by the maladjustment of those who in the post-war years of prosperity became known as the "new rich". "These people, many of whom were the types recognized by psychiatrists as 'emotionally immature,' with a meagre capacity for developing cultural resources within themselves, usually purchased their satisfactions, attaining a fair degree of adjustment on this material and frequently childish level. When the economic crash made it difficult to buy these satisfactions, they had little to fall back on, psychologically speaking, and they are now suffering from a poverty of emotional as well as economic resources."

Another phenomenon of the depression presenting a threat to mental health, according to the report, is the "frantic" pursuit by many of the maladjusted of social, religious or political philosophies that promise relief or escape from mental distress. "The ever-increasing complexities of modern life have proven too much for their adjustive capacities. Independent thinking, with a view to self help, has become too painful and in their disappointment, bewilderment and resentment, they flock to cults of all sorts, seeking panaceas and rule-of-thumb formulas to lead them out of the psychological desert. Thus there is being observed today, as another reaction to the depression, a growing increase in credulity and superstition, and a mounting tendency to patronize fortune tellers, spiritualistic mediums and other advocates of the mystical who will tell one exactly what to do in a given situation."

Among the suggestions advanced to the relief worker for the management of mental health problems arising out of the depression is the following: "When you believe there may be a morale problem involved as well as an acute relief problem, give the unemployed man or woman a chance to *talk it out*. Psychiatrists have learned that in numerous mental disorders, even when little else can be done by way of treatment, a copious *talking out* by the patient often results in at least temporary benefit. This process serves to drain off pent-up emotional tension and gives a feeling of relief and relaxation. For a social worker or relief investigator to deliberately cultivate the habit of being a good listener may prove to be half the battle in maintaining a client's morale and mental health."

GROUP TOLERANCE.

Nor does the need to release unhappy tensions apply to the program of the social agency alone. Dr. Pratt would have the community also extend wide tolerance to citizens gathered together in groups for the purpose of free speech and public discussion. "In times like these free speech on the part of frustrated, disappointed, discouraged and resentful men and women is more than ever a healthy safety valve. Repressive attitudes are psychologically dangerous to the morale of the community as a whole. Men and women whose morale and mental health are threatened because of difficulty in adapting themselves to unemployment conditions are individuals, who, when multiplied by thousands in the same boat, set the pattern for the morale and mental health of the whole community."

THE VALUE OF WORK.

Work for its own sake is also recommended as a "life-saver to flagging morale and to the preservation of self-respect and mental health. 'Work for health's sake' is not just a sop to the distracted man who cannot find a paying job. It is a vital need which helps him to maintain a feeling of worthwhileness, self-respect and accomplishment, as well as to keep him in the path toward a wholesome integration of his personality, without which mental health cannot exist. Almost any work will do, as long as it presents a reasonably definite task. It may be sawing wood, spading a garden or painting a house. The point is that such occupation will help to preserve orderly habits of association and thinking, will require active attention to the task in hand, and thus will automatically tend to shut out unpleasant and unhealthy introspection."

The development of recreational facilities as a further means for conserving individual and collective mental health is strongly advocated in the report which describes instances of effective work now being done along these lines by scores of communities alive to the importance of leisure time activities as a morale measure.

The report also points to the mental health value of many of the activities now carried on by recreational, educational, religious, character-building and other social agencies faced with problems of human maladjustment.

"The search for resources to bolster up morale and safeguard mental health does not necessarily nor always lead to the mental hygiene clinic or to the consulting room of the psychiatrist, indispensable as these facilities are in many instances. Today this search is likely to lead to the utilization of other resources, which, until very recently, have seldom been thought of as having anything to do with mental hygiene."

"Mental hygiene in its attempt to develop and preserve mental health becomes the responsibility of the whole community," the report concludes. "It is something that cannot be isolated and apart. It is not special, separate or unrelated to the rest of the community's daily life. It impinges on every one of our public undertakings. Its recognition moves all of our problems of unemployment back to the neighborhood of their source."

The mental hygiene of unemployment might be quoted practically as an ideal basis for case work services to the unemployed.

THE OTTAWA NEIGHBORHOOD SERVICES. A SALVAGE AND CLOTHING EXPERIMENT.

The Ottawa Neighborhood Services represent an unusual combination of salvage, manufacturing, and distributing services in the provision of clothing supplies.

In 1931 and 1932 two organizations were at work in this field,—the Local Council of Women who purchased and issued new clothing and footwear from a special depot with the municipality meeting the cost and a local branch of the Good Will Industries who operated a salvage depot where second-hand clothing and footwear were collected and reconditioned. The latter group also operated two retail stores at which

general purchases were made and where vouchers could be exchanged for clothing and footwear, etc., by those who had been employed in the salvage department.

It was felt that the operation of two separate services in this field was unsatisfactory especially when there was no adequate organization of investigation and salvaging services. Consequently, early in 1933, the Ottawa Neighborhood Services was formed under its own board of twelve members, carrying forward four members from the Local Council of Women, four members from the Good Will Industries and four citizens agreed upon by both groups. Liabilities of the new organization were cleared by certain funds placed at its disposal for those purposes, while \$2,000.00 for administration expenses and initial purchases of material to be made up, were provided by the Citizens' United Relief Committee.

When the merger was completed the two retail stores of the Good Will Industries were closed and the entire plant of the new organization was located in one separate building with the salvage and clothing depot, and the distributing services accommodated in quite distinct parts of this building. An arrangement was made whereby investigation services operating for the civic relief cases were made available for the new Services but due to the fact that the whole civic set-up was being re-organized it was necessary after a short period for the new agency to provide its own investigating service, working in co-operation with the Social Service Exchange, and the private and public agencies distributing relief. The mayor and civic authorities gave the Neighbourhood Services assurance of absolute autonomy in purchases, investigation and distribution.

SALVAGE.

The Salvage Department was provided with a truck which undertook to deliver and to call for special salvage bags or other material anywhere in Ottawa. In the first few months of operation this truck made over 2,900 calls and collected over 12,000 bags, parcels and pieces of furniture. An exhibition hockey match arranged between the professional team in Ottawa and a combination amateur team yielded 6,400 parcels of clothing, the entrance fee to the match being a parcel of clothing.

The Salvage Department employed 12 shoemakers in reconditioning boots, shoes, rubbers and overshoes. For the last three months all repairs for footwear for those on relief have been made in this depot. Altogether 7,300 pairs of footwear have been repaired and 4,350 pairs are awaiting repair.

In the sewing room 50 women were employed from the middle of January until the end of May with 25 sewing machines in use while 25 women were employed in sewing at home. In addition, over 100 rolls of flannel were distributed and made up into babies' clothing by women's organizations in the City.

In the general repair work of the salvage division 30 men were kept busy from the middle of January until the middle of May.

Altogether the sewing room repaired over 6,200 articles of clothing and manufactured over 3,700 articles comprising sixteen different classifications. In the furniture repair section 177 pieces of furniture

have been reconditioned as well as 12 large kitchen ranges, 4 other stoves and a large number of beds, enabling 72 families to have been re-established in part.

Altogether 878 different people were given work amounting in all to 37,781 hours. Of these 60% worked for their clothing relief while the remaining 40% were paid on different bases. The invoice value of goods provided from these Services was \$10,853.00 while a conservative estimate of the value of goods on hand is \$4,300.00. Thus in five and a half months, \$15,000.00 worth of goods have been reclaimed from material which would otherwise have been discarded.

FINANCES.

Full-time staff has included a superintendent and assistant in the salvage depot; the superintendent in the distribution department; an accountant and caretaker, while the truck driver and their assistants were paid minimum wages and the rest of the staff were volunteers or workers, working out their relief orders.

All clothing and footwear provided to those on relief were paid for at invoice value from municipal unemployment relief funds, these being reimbursed one-third by the provincial government and one-third by the federal government. New goods were purchased at cost while the cost of goods provided by the organization from its own workshops was from one-third to one-half the cost of similar goods purchased wholesale.

Publicity and promotion work was carried on through circular letters to private citizens and through press articles.

At the end of May the distribution services were discontinued but the salvage depot will operate during the summer providing a supply of goods for the autumn demand.

The total cost of all activities has amounted to \$116,000.00 from November 1st, 1932 to May 1st, 1933. In this period 4,170 families were provided with clothing or footwear which included repeat orders, indicating approximately 25,000 people provided with clothing or goods relief. During November and December neither the investigation nor relief services in the city were organized to the degree of efficiency, required in an enormously increased emergency need. This together with the fact that naturally the heavy period of demand for clothing begins with the onset of winter, explains somewhat the fact that \$82,000 was spent in these two months and only \$34,000 in the next five months. The explanation of this reduction however does not lie alone in the fact that the bulk of the families were completely equipped in these first two months but is due in some part also to the rigorous investigation, closer control, and economical purchasing systems introduced in January, and the employment of the renovation and work for relief policies in the Salvage Department.

The Ottawa Neighbourhood Services have rendered their city and its families in need unusual service in the short six months of their existence.

THE REGINA WELFARE BUREAU.

The Regina Welfare Bureau has held its first annual meeting, covering the initial ten months work. The report of the Director, interpreting case work in a new community, describes case work in the following words:

"The family welfare agency has taken the old-fashioned spirit of neighborliness, brought it up to date with scientific knowledge, and used it on behalf of those people who are beset with the problems of modern life."

Indicative of the fine co-operation with which Regina has launched its new agency is the fact that 54 organizations are affiliated with the new Bureau and that in this ten months' period, 4,000 cards have been completed in the exchange. During the ten months of operation 309 families have come to the Bureau for some form of service, a steadily increasing number coming of their own accord while the others were referred from 32 different sources, chiefly the City Relief Department and the nursing and health services. The co-operation existing between the City Relief Department and the new Welfare Bureau is unusually happy and reflects credit on both groups.

The Director and her assistant are fortunately energetic people for in the ten months' period they have handled 1,191 interviews and made 427 visits, 290 of which were to the homes of clients. Under such pressure of work, it is indeed creditable that it has been found possible to discontinue service to 49 families because of satisfactory re-establishment conditions.

The Community Clothing Depot is associated with the Welfare Bureau and in fact the whole Regina set-up gives every promise of being one of the most satisfactory in layout and co-operation in any of our Canadian cities recently organized.

"HOW WE DO IT."

Under the above caption, the Emergency Unemployment Relief Committee of Montreal has issued a small pamphlet in the front of which are printed the weekly food orders allowed for families of different size by the Committee, but all the rest of the booklet is devoted to weekly menus and to recipes compiled from the foods in these orders.

Every order, menu, and recipe were obtained through a contest conducted among the families actually living on these relief orders. The menus were then examined by dieticians and checked with the homes from which the menus and recipes were submitted.

The foreword to the booklet states that as a result the pamphlet offers "practical information showing how families manage their three meals a day on food purchased with the orders supplied through this Committee."

The booklet will be found of interest and value to relief agencies throughout Canada.

NOTE ERROR.

In "Child and Family Welfare," the report of the Family Welfare Association of America on "Training in Family Social Work Agencies" was credited to the American Association of Social Workers. "Child and Family Welfare" is glad to make this correction and expresses regret for the error.



COMMUNITY ORGANIZATION

WELFARE WORK IN MONTREAL.

Once again the Year Book of the Montreal Council of Social Agencies, covering the work of thirty-one agencies in Financial Federation (Protestant and non-sectarian) has come to the office. This volume continues to be the most representative and informative publication on social work of any Canadian community.

The financial objective of the 1933 campaign was set at \$776,000.00, of which \$734,207.61 was collected at the close of the campaign, an amount increased to \$748,137.00 by December the 31st, 1932, of which roughly \$8,000.00 was earmarked, leaving a net amount of \$740,077.00. Thus Federation was faced with a shortage of almost \$36,000.00. Individual subscribers totalled 16,598 with over 53,000 subscriptions received from employees in 822 companies, showing an increased number of subscribers in all divisions. Subscriptions received in cash were 50% of the objective, the exact percentage of the 1932 campaign, while at the end of December 58% of the total had been received in cash, compared with 57.1% in 1931.

In an endeavour to balance the Federation, original budgets of the agencies were reduced through conferences by roughly \$30,000.00. An effort is now being made to reduce these further. The fact that the Family Welfare Association budget for the present year is nearly \$250,000.00 indicates the degree to which private charity must assume certain responsibilities in Montreal that are accepted by the public authorities in other large communities in Canada. In spite of these conditions, it has not been necessary to draw on the Reserve Fund heavily during the past year. This fund, which in 1930 had reached the sum of \$132,796.00 now stands at \$70,742.00.

The administration costs in 1932 amounted to 3.28% of the campaign total, compared with 3.73% in 1931 and 3.6% in 1930. Campaign expenses amounted to 2.05% in 1932, 2.24% in 1931 and 2.18% in 1930. Interest earnings on the funds raised, etc., have, however, reduced the net cost to 2.73% for administration and campaign in the 1932 drive, compared with 3.34% in 1931 and 2.34% in 1930.

WELFARE SUGGESTIONS.

One of the most interesting passages in the Report of the Montreal Council of Social Agencies deals with the recommendations made by the Council to the Quebec Social Insurance Commission which completed its work in 1932. On topics of general interest throughout Canada the Council urged:

1. National compulsory health insurance, not only to provide medical care, but also cash benefits for the maintenance of the family during the illness of the bread-winner.
2. Compulsory unemployment insurance on a contributory basis, operating on sound actuarial principles and maintaining an unemploy-

ment reserve fund upon which claims could be made in accordance with prescribed eligibility rules:

3. "A Juvenile Labour Law: Legislation hitherto lacking in this province that would restrict the hours and conditions of labour of boys and girls under eighteen years of age and would prohibit the employment of children of school age unless they possess an employment certificate from the Provincial Department of Labour."

4. "Vocational Guidance: The development of vocational guidance as an integral part of the public school system was advocated as a primary welfare need of this province.

..... Such a system should also involve first of all differentiated curricula suited to the varying needs and abilities of the children; secondly trained counsellors, who may, however, be members of the regular teaching staff specially trained and qualified for this work; and thirdly, very little additional equipment and expense. It is believed that an efficient guidance system will reduce the cost per pupil in many cases and will add to the total cost of the system only through keeping more pupils at school."

5. "Domestic Relations Court: A family court for Montreal adequately staffed with probation officers was advocated, also legislation that will remove some of the handicaps suffered by the deserted wife in taking civil action against her husband for non-support. Such legislation would be similar to the Deserted Wives and Children's Act in Ontario and would enable a deserted wife to summon her husband before a police magistrate."

6. "Housing: A provincial town planning Act, to provide for a zoning and classification of population areas within the Province, and housing by-laws suitable to the needs of such population areas, were recommended. Such by-laws would regulate the construction of all new houses, compel and supervise alterations in existing houses, and provide that all buildings be kept in a sanitary state.

If the Province is not zoned within a reasonable time, it was urged that Montreal should pass a municipal housing by-law."

The Council also urged that the long standing need for a proper training school for the care of mentally defective children of English-speaking, non-Roman Catholic families should be met.

The Report of the Sub-Committee on Unemployment will be found of interest in many communities.

The concise reports of the seven agencies in the Children's Division, the nine in the Dependency and Delinquency Division, the eight in the Division of Education and Recreation and the eight in the Division of Health serve both as a record of an excellent year's work in Canada's largest city, and also as a reference source for agencies in these fields in other communities.

JEWISH PHILANTHROPY IN MONTREAL.

The Sixteenth Annual Report of the Jewish Philanthropies of Montreal has just been received. The Report outlines in its own words the situation which has faced the Jewish Community of Montreal in recent years. "In order to obtain a correct idea of the situation 1 as year, one has only to remember that approximately one-third of the

population of Montreal was dependent on direct relief due to unemployment. It is gratifying, however, to note that although we represent about six per cent of the population, the Jewish group has only called upon the funds expended by the Government for direct relief to the extent of three per cent.

A perusal of the financial statement shows that the total disbursed by Federation in 1932 amounted to \$477,044.74, which included \$163,219.67 from Government for unemployment relief, so that the amount actually contributed by Federation totalled \$313,825.07. Our total income for the year was \$446,457.23, of which \$163,219.67 was received from Government on account of unemployment relief. This means that the income of Federation as such for the year was \$283,237.56.

Our deficit for 1932 totalled \$30,587.51 added to which there was a deficit of \$8,535.17 in 1931, so that our accumulated deficit at the end of 1932 was \$39,122.68. The fact that we did not receive from the Provincial Government the usual grant of \$15,000.00 per annum towards child care for the years 1931 and 1932, was, of course, a contributing factor to the large deficit. This is not a very encouraging state of affairs, particularly in view of the fact that our 1932-33 campaign total was short of its objective by \$55,000.00."

In the Jewish Report as in the Protestant, the expenditure of the Family Welfare Department, amounting to \$269,000.00 indicates the degree to which private effort in Montreal is shouldering the burden of relief and need arising out of the present conditions.

The various reports which are combined in the Year Book offer an illuminating document on the organization of welfare services in Canada's largest Jewish community.

VANCOUVER COUNCIL AND WELFARE FEDERATION.

The published reports of the Vancouver Council of Social Agencies and Welfare Federation are now available. A change in the constitution of the former will be of general interest, providing for a special membership group within the Council, composed of representatives of municipal, provincial and federal departments, associated in welfare services within the city of Vancouver.

The executive staff of several of the senior agencies have been rendering free service in the social service courses at the University of British Columbia, whose initiation was due in some part to the Council's representatives. Eighteen of the graduates of the course are now holding positions, indicating both its need and efficiency.

The Social Service Exchange was taken over from the city of Vancouver in 1931 by the Council of Social Agencies, and in 1932 served 55 agencies, as compared with 46 in 1931, with an increase of 16% of the clearings over the year 1931. The total number of index cards at the end of the year was 29,030 as against 19,949 in 1931. From November 18th to January 7th, a special Christmas Exchange was operated, through which 72 organizations made 10,958 inquiries, which revealed 3,099 duplications.

COMMITTEE SURVEYS.

The Council in the past year has operated through special Standing Committees on major problems in community welfare.

The Committee on Spare Time Activities undertook to make a special survey of the existing facilities for recreation, and for the employment of spare time, the people for whom these were available and the extent to which they were used. One sub-committee has surveyed the facilities available through public agencies; another the private activities; another commercialized amusements and recreation. A special study has also been made of the incidence of juvenile delinquency and comparative studies will now be made to relate this to the recreational opportunities or the lack of them within the respective districts. The Vancouver study will then be related to recreational provisions in other comparable cities on the continent.

The Children's Committee is undertaking a survey of existing institutions and agencies caring for dependent, neglected and delinquent children. The Committee also plans to review existing child welfare legislation within the province.

The Family Committee's most significant piece of work was acceptance of the responsibility of the future of the municipal creche. The Committee decided that this was not usually regarded as a municipal undertaking, that the provision of day care for the children of working mothers should be approved but that the securing of employment for the mothers should be handled through the women's division of the Employment Service of Canada. The Family Committee succeeded in bringing about the formation of the Vancouver Day Nursery Association to give day foster-home care to children of working mothers, financed in part by the Federation, and in part by an annual civic grant.

The Family Committee was directly represented in the Christmas Exchange Committee which made for effective co-operation.

The Health Committee has had under review the problem of the hospitalization of children, and of Orientals, the maintenance of the habit clinic, the health examination of clients of summer camps; food allowances for recipients of civic relief, and the question of honouraria to honorary physicians of health agencies. The Committee upon examination found the civic food allowance adequate in both quantity and quality.

The Committee on Homeless Men did an especially good piece of work in the summer of 1932, through two sub-committees, one of which made a survey of nine agencies caring for this problem in the city, and another which presented a report on underlying principles. The joint Committee urged the establishment of a central registration bureau, condemned "rod-riding" and urged free acceptance of the responsibility of care for single, homeless men by the Dominion authority. Two hundred and fifty copies of the report were sent to key agencies throughout Canada, while the Committee was fortunate in seeing a large part of its recommendations realized in federal and provincial policy, within a few weeks. For the period preceding total registration, the Federation provided a night service from 5 to 10 p.m. at the government offices for the reference of unregistered single men applying after hours.

FEDERATION.

Reference has already been made in previous issues to the results of the 1932 Vancouver campaign. The annual report now released records \$276,776.50 receipts from the 1932 campaign for \$305,000.00, which

necessitated close co-operation between the Budget Committee and the agencies in budget reductions, the year closing with expenditure of \$17,309.74, over income, a deficit met out of the reserve fund set up at the end of 1931.

The 1933 campaign objective was for \$400,000, including \$80,000 for emergency clothing services. For the latter \$44,412.50 was received and \$284,808.09 against the \$320,000 sought for agency and federation purposes. With \$21,484.45 still in the 1931 reserve, and possible net surpluses of \$6,000 on 1932 operations, together with allowances of 10% for shrinkage in 1932-3 collections it would appear that a shortage of approximately \$12,000 will have to be contemplated by December 31, 1933. The Budget Committee has therefore advised the agencies that further reductions may have to be effected as from May 1st, 1933, but will be avoided, if at all possible.

Meanwhile the agencies show increased demands for service,—a 15% increase in the number of patients, 53% increase in the number of free visits, and 18% decrease in fees in the "V.O.N."; 20% increase in the number of children, and 44% increase in the total days care of the Children's Aid Society, with 10.8% decrease in the number of free days' care. The number of families served by the Welfare Bureau increased 59% and the number in receipt of material relief 168%. Board and memberships fees in the Y.W.C.A. dropped 25% due to the increase in free care; the Sailors' Home gave 72% more free beds and 136.5% more free meals; the Catholic Women's Hostel 12% more meals and beds with 50% reduction in fees. The John Howard Society had 50% increase in ex-prisoners served, the Crippled Children's Hospital 47.5% increase in days' care, the Alexandra Orphanage 24.5%, and the Canadian National Institute for the Blind 21% increase in blind persons served but increased earnings of their clients, in spite of business conditions.

Most persons will agree that in these statistics should be convincing proof that the agencies in Federation have met the demands made upon them. Nor should it be forgotten that this increased service has been given with very few increases in staff. The Committee comments on the overtime service given so freely by staff "who themselves suggested that salaries should be reduced."

UNEMPLOYMENT IN WINNIPEG.

A report of the executive committee of the Greater Winnipeg Welfare Association deals with this extensive subject in the most severely affected of Canada's western cities. The report recalls the chronic unemployment of "good times" as well as the widespread incidence of the present depression, and then records, in brief summary, the creation of the Community Chest, the Central Council of Social Agencies, the Social Welfare Commission and the Confidential Exchange.

Dealing with the present unemployment relief services, the report describes the civic machinery of the Winnipeg Relief Committee, and ascribes two weaknesses to it, especially in its earlier stages,—inadequate investigational procedures and the opportunity afforded for trafficking in relief coupons. These weaknesses, the report implies, have been largely overcome, but expresses concern over the growth of "a dependency complex", and expresses the belief that "the manner or the agency under

which relief is provided to meet this extraordinary situation has a very great deal to do with the type of mental attitude that develops toward it."

Considerable attention is given to the formation and programme of the Greater Winnipeg Welfare Association whose attempts to operate a confidential clearing bureau and clothing depot, to mobilize voluntary personnel, and to develop educational and recreational facilities for the unemployed encountered "a lack of sympathetic understanding" which atmosphere, "perhaps understandable but regrettable" has "more or less persisted."

In August 1932, the executive of the Association urged upon the provincial government that the administration of all direct unemployment relief be placed in the hands of a special Commission, and in view of the certainty of need for some years more, that it be so organized as to "afford necessary relief at the minimum of expense to the taxpayer."

The report summarizes the work and difficulties of the Welfare Association, which in eleven months provided 164,714 articles of clothing to 80,479 cases, at a cost of \$111,299.60 and a cost ratio of 6.87% for administration or distribution, the cost of the latter to the city being \$7,556.50. Due to criticism and difficulties encountered in a gratuitous task, the Association on February 1, 1933, gave up the clothing services which were taken over by the Provincial Advisory Board on Unemployment Relief.

The Association as "a citizen's body with no personal interest whatever to serve" closes a valuable summary with certain conclusions and suggestions, namely, that much of the welfare work in this field in Winnipeg has "gotten into a rut"; that there is duplication of effort and waste of willing effort; and that the many commendable bodies in the field have not achieved "proper or effective co-ordination."

The Confidential Exchange, "at present conducted under civic auspices, does not give, and in its present method of operation, cannot give the type of service which efficient social work requires, even under normal conditions." To remedy this situation, the Association officers took the responsibility for convening a representative group of public and private agencies to discuss the situation, at which the representatives of the Social Welfare Commission, which operates the exchange, agreed to assess the situation and to consider to what degree the recommendations might be effected.

The Association apparently withdraws now from active service but the challenge, which it has thrown out, from a singularly representative and disinterested group can hardly prove of little avail in any community of interested responsible citizens.



DELINQUENCY AND RELATED SERVICES

PRISONERS' WELFARE IN CANADA.

The series of disturbances in the Canadian penitentiaries in the autumn of 1932 has been recalled to the public mind by the trials of the convicts concerned. There is a growing uneasiness on the part of the public that all cannot be well within the walls of our penal institutions. The Biggar-Nickle report of the immediate post-war years raised many questions in the public mind, that were more or less allayed, however, under the vigorous administration of the last decade, of the Superintendent of Penitentiaries, Gen. W. St. Pierre Hughes. Any person who followed the situation in the last years of Gen. Hughes' administration, however, cannot but be struck by the fact that his annual reports, year after year, abound in constructive recommendations, but few of which were put into effect by the Canadian government.

In 1928, 1929 and 1930, the Council received excellent co-operation from the Department of Justice and General Hughes in its study of youthful offenders within Canadian penitentiaries. The outstanding conclusion and recommendation of that report called for segregation and special care for the youthful first offender,—“a clearing house to determine the class of institution to which a convicted person should go, so that the young and comparatively innocent will not be compelled to be the companion of the old and seasoned criminal.” It is significant that in the present inquiries, the public seems unanimously determined that separate provision and treatment should be accorded this group. As a matter of fact, a separate “preferred class” penitentiary block was erected some miles from the Portsmouth penitentiary at Kingston, but by the time it was completed, a comparatively new type of prisoner was being sentenced in unusual numbers,—brokers, financial men, etc., involved in the stock market and similar frauds and financial manipulations. Most of those concerned were first offenders, it is true, and literally open to description as “preferred class prisoners,” and the new separate penitentiary plant seems to have been reserved largely for their accommodation though it could hardly be established that these were the purposes and plans in the minds of those, within and without the public service, who urged or had any part in bringing about the establishment of the preferred class penitentiary unit. Consequently, the urgency and earnestness of efforts, directed towards the provision of separate care and special training for the young first offender, are called for to-day, as greatly as they were in 1929. There are undoubtedly many other items in the programme of penal reform, as greatly in need of strong advocacy as these, and many of which call rather for administrative than financial effort. Many of these have been admirably outlined in the memorial presented to the Minister of Justice by the Canadian Prisoners' Welfare Association, during the last session of Parliament. This document presents, in reasoned tone, many sane and constructive suggestions, with which all those concerned with the present situation in Canadian penal administration might well familiarize themselves.

INTERNATIONAL SUGGESTIONS.

The memorandum records that,—“the Dominion of Canada stands high in its standard of officialdom; that good judgment has been exercised in the selection of men for Wardens, with the result that today these institutions are directed by men of strong and irreproachable character, of humane instincts and social understanding. Any recommendation for amelioration, or any criticism of existing conditions, it is pointed out, is therefore entirely impersonal and pertains to the system handed down from the Dominion Penitentiaries Act and the traditions that naturally have been created in that connection.”

It is pointed out, however, that the examination of the penal systems “of any civilized country, whether in the Old or the New Worlds, will show wonderful advances within the past quarter of a century in respect of the introduction of probation and parole provisions, graded prisons, introduction of instruction and of the finer influences of literature and music in these institutions, also development of the physical side of the inmates by healthy exercise and even football, baseball and similar forms of recreation, these privileges always subject to good conduct on the part of the inmates.”

The findings of the International Penal and Penitentiary Congress, held in Prague in 1930 are quoted in respect to administration:

- (1) “That the better to ensure the protection of society the application of the penalty should contribute to the education and regeneration of the criminal by all the means made available by modern thought;
- (2) “That in the achievement of this purpose the aid of unofficial workers should be sought;
- (3) “That the prisoner should be given suitable work and that he should be paid wages, a portion of the latter being handed over to persons dependent upon him for support;
- (4) “That the prisoners’ recreation should be in accordance with national ideas on sport;
- (5) “That the cellular system should be universally recognized as an organic part of any progressive penal system; that at night the separate cell should supersede the dormitory, but that by day separate confinement should be reserved for those on remand, or as a punishment for a limited period and subject to medical sanction;
- (6) “That at a special request of a prisoner himself he might be permitted to avoid association with others during the hours of labour;
- (7) “That during association prisoners should be under perpetual surveillance unless specially grouped in homogenous classes;
- (8) “That all officials of penal administrations should be trained specially for their functions; a higher education being requisite for those occupying the controlling posts;
- (9) “That the salaries should be adequate so as to attract the most suitable candidates;
- (10) “That the prison service in a State should be recognized suitably as an important branch of the Civil Service and eligible, therefore, for appropriate privileges.”

CANADIAN CONDITIONS.

The Canadian situation is then analyzed in the light of these world findings. This pointed out that "there is a lamentable lack of 'unofficial workers' or welfare bodies, though these play a prominent part in the criminal justice system of Great Britain, Germany, Switzerland, Holland, and in many of the States of the Union. Their accredited representatives are given very full privileges in visitation of prisoners, and both in Britain and in South Africa it is a custom for magistrates and judges to visit the prisons to which they commit men and women, and on such visits they can interview, or rather be approached by the inmates." In Canada, however, it is pointed out that there seems to be practically no such defined provision in respect to our great federal penal institutions. "It is true," the memorandum states, "that in the West the Salvation Army does something; but when two delegates of the Canadian Prisoners' Welfare Association toured the six penitentiaries a few years ago, every one of the wardens stressed the need for such a body as that which is operative in Montreal. St. Vincent de Paul penitentiary men come into the city of Montreal, provided, it is true, with ten dollars, a new overcoat (in the winter), shoes and suit, etc., but most of them need help at a very early date; indeed it is not uncommon for them to "blow" their "pecule" in twenty-four hours, or be robbed of it, and they invariably ask for a suit of working clothes, etc. The Montreal branch of the Canadian Prisoners' Welfare Association, as a matter of policy, "always help the penitentiary men, more liberally, on the basis that the longer the sentence, the more the need, as the break in life has been more severe."

It is shown, however, that Canadian services of this type are "sketchy", at the best. The Montreal Prisoners' Aid and Welfare Association and the John Howard Society of Vancouver are practically the only fully constituted, completely operating services of this type in the Canadian community. "There is," the report states "a society in Toronto known as the Citizens' Service Association of Ontario, but it caters only, at or least chiefly to the Guelph Prison Farm men." Though one of the largest penitentiaries is located at Kingston, there is no welfare agency there, the abolition of a Kingston prison shelter having been attributed to local feeling which demanded that discharged prisoners should be routed directly from Portsmouth to any other centre but Kingston. Dorchester penitentiary (New Brunswick) is served only casually by the Salvation Army at Moncton.

The suggestion is made in respect of these institutions that the Dominion Government should make some arrangement, with some financial backing, whereby each penitentiary would come under the aegis of one association. Or in the case of Kingston, perhaps agents from both Montreal and Toronto could be recognized who would deal with the men intending to go to these cities as the case might be or any destination in their direction.

Montreal would probably accept the oversight of Dorchester until such time as a local association might be established; but the Prisoners' Welfare branch at Halifax was not considered strong enough to accept this responsibility.

PAYMENT TO PRISONERS.

On this point the Association recalls the frequent recommendations made by Gen. Hughes, and the practically unanimous resolution of the

House of Commons (moved by Miss Agnes Macphail) in 1929 in favour of this principle, but which resolution has never been translated into legislation.

RECREATION.

On this subject, the memorial expresses the strong conviction that it "would not be inconsistent with the main purpose of correction and discipline that some forms of recreation should be instituted, whether physical or mental and cultural. Health sport, a game on Saturday or Sunday afternoon, and an occasional concert, should promote the best that is in a bad man. Both in the United States and in some European prisons these facilities are granted.

PENITENTIARY STAFF.

"With the recommendations that the salaries of penal institution officials should be improved your petitioners are in full sympathy, for they recognize that this is specially arduous work, involving strain on both mind and physique, and moreover it is evident that if treatment were better in this respect there would be less temptation with some of the guards to traffic illicitly.

OUTSIDE ADVISORY COMMITTEES.

"All publicly supported institutions today, except prisons, have governing boards, even insane hospitals, and surely representative citizens would be as capable of giving general advice on prison administration as on problems of handling the insane." "It is felt that a board, for instance, at Kingston or Montreal that included a judge, a lawyer, a physician, a clergyman, an industrialist, a social worker, a collegiate professor and an editor, would be of great assistance in the capacity of liaison between the public, the Government, the prisoners' relatives and the inmate of the penal institution. If anything went wrong the onus would then be on that board rather than upon the Government or the administration."

PENITENTIARY RIOTS.

On this subject the Association "ventured to suggest that if the outcome of the inquiry being conducted by the Superintendent of Penitentiaries involves definite further prison terms or drastic punishment for those who were active therein, no such penalties should be imposed without bringing the offenders before a public court of justice, where they would have the opportunity, if desired by them or their relatives, of having legal defence. This was the procedure followed in England in connection with the riots at Dartmoor Prison."

The Association stated further however that it was "much more concerned with the general conditions that lead to such trouble", and "that if the system of Justice and penal affairs could be studied by a commission, and if such an advisory body as that now suggested were appointed, the confidence of the tax-paying citizen would be much greater."

YOUTHS IN PENITENTIARIES.

One aspect of this problem, arising from the congestion in the penitentiaries, the Association urged should be the subject of special action, both from the general and from the individual point of view and that was "the large number of young men under the age of 21 years now to be found in these institutions. This association has contended at all

times, that, either there should be a separate institution on the lines of the Borstal Institutions in England, or that there should be very definite segregation. But the fact remains that in St. Vincent de Paul there was placed a year or two ago a boy of 14 years, who was found guilty of murder, (and it was a circumstantial evidence case, too, depending on a rural jury)."

The Association submitted details of special cases and suggested that, "not only these names, but the lists of all the penitentiaries be taken and specially examined by the Department of Justice, with a view to curtailing sentences that, in some cases, appear to have been somewhat disproportionate, which if referred to the Remissions Service, would not pass the ordinary regulations: but which should receive special clemency because of the youthfulness of the offenders. In this connection it may be pointed out that there were in several cases circumstances attending the arrest and prosecution which were disregarded but which in any well ordered community should have been considered before sentence. That is, some of these youths were arrested and, without advice from parent or guardian, were told by detectives that they had "better plead guilty." It is against the true interests of justice that any minor should be allowed to enter a plea of guilty without advice from parent, guardian or lawyer, and the contention is that judges should be empowered to refer any case of a youth, either to a public probation officer, if such exists, or to a recognized welfare agency, for investigation and report before conviction and sentence.

Hence, in spite of certain public criticisms of the Parole Act administration and alleged abuse, it is urged that the Department should order a careful inspection of all youthful inmates under 21 years with this special clemency in view: also that certain convicted persons who are due for deportation should be released as early as is compatible with justice and returned to their respective countries, thereby relieving the congestion and saving this country needless expenditure."

THE TORONTO FAMILY COURT.

The Report of the Toronto Court for 1932 has just been received and shows a continuance of the 1931 decrease, both in cases dealt with as court hearings and also as occurrences.

In attempting to analyse the causes of the decrease in a time of economic stress, when conditions would seem to indicate an increase, Judge Mott states:

"In our City in common with other communities, there are three classes of people, first those who seldom, if ever, are in trouble; second, those who are commonly in trouble; and third, the number of citizens between these two extremes. It is doubtful if economic stress interferes with freedom from delinquency of the first class even to a small degree. It is also quite evident that this stress intensifies the adjusting of the problems of the second class. Before this present economic distress, either through self-stimulation or assistance of friends, some solution for the problem child could be affected, but now this stress renders all such possibilities practically improbable and the problem difficult in the extreme. The effect on the third group is likewise interesting. In times of plenty both parents were mildly indifferent. They loved their

children too well rather than wisely, and hence children out late at night on the streets, or not carefully checked at home, presented many difficulties that had to be paid for or otherwise dealt with.

The economic stress has had a splendid effect on this class of home. The reduced salary or wage has caused the parent to face his responsibility before difficulty happened rather than to pay for it afterward. Hence the parents generally take a more active control of children. The child, on the other hand, sensed the new difficulty and immediately joined with parents to meet this new condition of need, just as a larger community unites to meet a common foe. This section of the community has been easier to deal with and in this area we find our special decrease in delinquency."

The collections made through the Court continue to show rather remarkable volume in present conditions, the sum of \$166,983.55 being collected under various statutes, and paid into the Court during the year, but the reduction of wages and unemployment are affecting collections both in non-support cases and in maintenance for children.

As usual, the Report contains an excellent statistical summary and a valuable statement from the Psychiatric Department.

One of the paragraphs in the letter deals with an analysis of unemployment figures and parental status, showing, as would be expected, a marked increase in 1932 in the cases from homes where there is unemployment as compared with 1928, but taking the ratio of unemployment for the population as a whole, these statistics would reinforce the Judge's opinion that the economic crisis has had relatively little effect in increasing the problem of delinquency.



LEISURE TIME AND EDUCATIVE ACTIVITIES

ROSEMOUNT, MONTREAL

SHOWS

ONE WAY OUT

Eric Muncaster

"I believe there are groups of the unemployed here and there, dead sick of prolonged idleness, who are themselves feeling out towards ways of giving their unhired labour in co-operative efforts for the help of others in need. It is up to us to back such attempts with every possible support, get together wherever this burden lies heaviest, face up to the most urgent local need, and see if the community on the spot cannot make its own self-directed contribution toward this vast problem."

—H.R.H. THE PRINCE OF WALES in the Albert Hall appeal.

With garden-rakes and hoes, spades and bright-tined forks, scores of girls and young women of Rosemount, one of Montreal's most important industrial suburbs, have sallied forth into small gardens this year with a determination to grow more and better vegetables or know the reason why.

The big majority of these girls never grew a garden in their lives, only knew vegetables as the finished product sold across the counter or in the market, and when it comes to seeds were completely unable to distinguish between carrots and cucumbers, beets and barley, onions and radishes.

Yet, short of a cataclysm, an unprecedented drought or some equally unexpected act of God, all these gardens will succeed. Rosemount people have been enjoying and will enjoy all summer the seasonable vegetables as they become ready for the table at a lower cost than they have ever known. In the autumn there will be such a harvest for storage, grown right in the very soil of the district, as Rosemount has never seen. Incidentally there will be the peculiar satisfaction which only gardeners experience, coupled with the glow of health which long hours in the open bring in their train to sun-worshippers and nature-lovers.

These young women went forth with supreme confidence. Had they not beginners' luck on their side? Had they not, right from December, spent hours and hours each week studying the subject of gardening? Had they not learnt the depths at which seeds should be planted, the cultivation best for different crops, the kinds of weeds likely to be encountered? It had been brought home to these erst-while stenographers and store-clerks that it was well within the range of their abilities to produce their own food, or some of it, and they accepted the challenge.

This gardening activity is only one aspect of an outstanding achievement in community welfare work. Rosemount had been hard hit by the depression, probably the hardest hit of any ward in the city. Thirty-five thousand people live there, many of the bread-winners being dependent on work as artisans in factories, chief of which, of course, are the Angus Shops of the Canadian Pacific Railway, situated at one side of the ward. The general business recession and the falling off of railway traffic, with all the consequences which the inter-locking of industries is bound to produce, resulted in short hours and short pay. As is inevitable everywhere, human nature being what it is, certain psychological reactions were beginning to show themselves in the latter part of 1932. People—men and women, heads of households; youths and maidens, who in more prosperous days would be contributing from their earnings to the expenses of running their homes—were feeling unhappy, discontented.

THE COMMUNITY CENTRE.

It was at this stage that the Junior League of Montreal made enquiries of the Montreal Council of Social Agencies as to the most advantageous way in which it could help by giving a sum of money to assist in providing recreational facilities.

Some years ago a survey of the recreation needs of various sections of the city had been made, and the need of Rosemount in this respect was realized. Consequently, with conditions even more acute than at the time when the survey was made, "with the morale low; 'teen-age boys and girls hovering around street corners; men and women, tired of their environment, seeking a better state of mind," (to quote a report), the Parks and Playgrounds Association and the Family Welfare Association felt that the interest of the Junior League, coupled as it was with a proposal to place a thousand dollars at the disposal of a joint committee to be set up, was almost a gift from heaven.

No strings were attached to the offer, other than that the money should be used to provide the salary of a director and assistant, if necessary; janitor's service, heat, light, incidentals, office supplies, postage, etc. A committee was duly named to share in the development of the project along recreational, occupational and educational lines. This was composed of three representatives of the Junior League, one each from the Family Welfare and Montreal Council of Social Agencies, and other community representatives.

Rosemount School, a hive of activity during the daytime, stood idle in the evenings. It was central and convenient. Arrangements were made with the Protestant School Commissioners for the new Community Centre to have the use of the basement and some of the classrooms. The Parks and Playgrounds Association assumed general supervision and administration. Miss Jean Short, a trained social worker with recreational and educational experience, was selected by the Association as director of activities. She is the one and only professional worker.

The developments which have taken place since December 2, 1932, when the Centre was officially opened, furnish another parallel to the story of the acorn and the oak. The project has become an amazing success. Attendance for December was 3,084 and for January 3,576. February saw an increase to 4,602. The 5,000 mark was easily surpassed in March, and it is no exaggeration to say that every section of the community has been beneficially affected.

Delighted beyond measure at the achievements of the Centre, the Junior League decided early in April to place another thousand dollars at the disposal of the committee to continue the activities of the Centre throughout the summer months and keep it in the fullest possible vigor for the whole of a calendar year. Officials of the Junior League have expressed the view that they could have made no more profitable investment.

Registration, the first task after opening, brought out 700 people of all ages and both sexes. Intending members were asked to indicate activities in which they were interested from a list comprising Dress-making; Millinery; Domestic Science; Salesmanship; Dramatics; Singing; Parent Education; Woodwork, color and decoration; Vocational trade talks; Market Gardening; Civic Forum; Hockey; Skating and ski-ing. Space was left so that applicants might indicate other interests.

Programme-building proceeded, utilizing the information obtained from the registration cards. Twenty-two volunteer helpers came forward to act as instructors and guides. The December programme was outlined to reflect something of the Christmas spirit. All groups, in addition to their own functions, co-operated in the big campaign launched at once to "Learn-a-Carol-a-Day."

Such swift and pleasant consequences of this effort followed that on Christmas eve, on their own initiative, no fewer than 115 carollers assembled at the Centre, divided into groups and set out in private cars and a bus chartered for the occasion and made a round of institutions and shut-ins. The Old Folks' Home, Grace Dart Hospital, Bethany House and the Montreal Convalescent Home were in turn visited and cheered, and for the benefit of shut-ins street singing took place not only in Rosemount, but in the neighbouring ward of Maisonneuve.

Nor was that the only piece of unselfishness shown by the Rosemount Centre people at that time. With material provided by the Central Clothing Bureau, which distributes clothing to the needy throughout the city, 250 garments were made up by the Mothers' Sewing Group and turned over to the Central Clothing Bureau, to be given away with other necessities of life in Christmas parcels. "The poor help the poor!" as the old proverb says. If they cannot give anything else they can give their services, and do. Women's organizations in the city presented other necessary materials.

A mammoth double-header Christmas party, with an attendance of 900 children, took place under the auspices of the Centre, in J. S. Fry and Sons' recreation hall. Eight hundred toys were distributed, donations from the Boy Scouts' Repair Shop and the Junior Red Cross being supplemented by the boys' craft class of the Rosemount Community Centre. The co-operation of many other organizations and individuals in the city was a seasonable feature of this programme, perhaps the additional contribution of a Punch and Judy Show from the Junior League being only less appreciated than the apples, candy and cakes given by other friends.

The programme continued to branch out in the New Year. Probably the Saturday evening affairs, with their family get-together spirit, exemplified in country dances in the school basement, has been the feature item. These gatherings must almost be seen to be believed. Three sections of the crowd of 250 will be engaged simultaneously, the dancers grading themselves according to proficiency. One group will be led by a mouth-organ; another by an accordeon, and the third by the piano. Despite the danger of the dancers becoming confused by having two

or three "callers-off" in action at once, everybody has a thoroughly good time, grand-dads and grandmothers participating with enthusiasm equal to that of the younger generation. Group games and community singing have played their enlivening part in the success of this portion of the work, which has been of untold value to the community.

CLUBS.

For the second position in the popularity race among the various sections the Men's Club—Friday nights—and the Adult Women's Club—Tuesdays—have been running close. The men have heard talks on such topics as Social and Mental Hygiene, Aviation, Juvenile Delinquency, Equitism, Technocracy, Charles Dickens, Social Reconstruction (a record attendance of 450 were present for this lecture), Unemployment Insurance, Market Gardening and so on. For the Men's Club the J. S. Fry hall has been loaned free of charge.

From the Adult Women's Club—which has increased the number of garments contributed to the Central Clothing Bureau and the Women's Directory to over 700—has developed another valuable feature. Four women are appointed each month as "Gloom Chasers." With shut-ins and others needing a word of cheer, this group hold themselves ready at the call of the Family Welfare, the Child Welfare and the Victorian Order of Nurses, to visit whenever and wherever required in Rosemount. The membership of 160 has maintained a high average attendance. *Eighty per cent of them are receiving relief, yet their eagerness to give of themselves for the benefit of others has been remarkable.* They even raised forty dollars towards the expenses of the Centre by an entertainment which they promoted themselves.

Travellers' samples and remnants have been the principal materials used in the sewing classes to make small girls' skirts and small boys' pants, and old blouses have been refashioned as attractive dresses for little girls. What can be said of the patience and skill of a worker who in these days re-dyed and plaited a good-sized rug out of discarded silk neckties? The amount of knitting turned out by nimble fingers has served a double purpose—that for which the garments were intended, and occupation for the worrying minds of the knitters—the second as valuable as the first.

A list of the week's activities during the winter months will give some idea of the field covered. Monday evening—choral society and 'teen-age boys' carpentry class, each directed by a volunteer Rosemount citizen. Tuesday—Adult Women's Club (the sewing teacher is a former member of the staff of l'Ecole des Beaux Arts), Cooking Classes for 'teen-age girls (under the direction of the Montreal Diet Dispensary), Rosemount Melody Boys (an orchestra whose services are utilized on many occasions). Wednesday—'Teen-age Girls' Sewing Club, Girls' Health League (directed by a V.O.N. nurse), Young Men's Carpentry Class with Sign-Making and Mechanical Drawing. Thursday—Family Get-Togethers. Friday—Girls' Recreational Club, comprising two groups, one for dramatics and the other for tap and folk dancing, with games, etc.; Men's Club (educational). Saturday—Old Time Country Dance. A Parents' Education Group, the Unemployed Women's Garden Group and a class in Model Aircraft have been sandwiched in to round out a very full programme. The highest number of meetings to be held on any one night was ten!

The men and boys were able during the winter to secure a skating rink for two evenings a week which was invaluable from the standpoint

of exercise and developing the team spirit. A regular league schedule was drawn up and followed through. Baseball and other sports have been arranged for the summer, with softball for the girls.

Early in April an exhibition of the work was held "up-town" in a store on St. Catherine Street West and aroused much interest. Ribbon "American Beauty" roses; organdie flowers; egg-shell novelties; Easter Egg cups; hats, belts, purses and flowers all made from cellophane; knitting; dresses, skirts and pants; stools, tables, tie-racks, knife-boxes and salt-boxes, all made from scraps of lumber; model airplanes; cushions, quilts and pillow-covers; rugs; parchment lamp-shades and hand-painted preserve jars—all these, with a background of mechanical drawings, gave a comprehensive view of the manual activities of the Centre. There can have been very few idle hands there, if any.

A duplicated monthly bulletin, edited by Miss Jean Short, the director of the Centre, has been useful in encouraging and stimulating a real community spirit. Amusing sketches have brightened the pages.

What has been the effect of the whole project on the people for whose benefit it was organized? Here are some brief views: "With all this depression we were all so down-hearted, but now we have so much to occupy our minds we have no time for thinking." "The members of the Rosemount Community Centre desire me to extend their sincerest thanks to the Junior League for their donation, also for services rendered during the Mother and Daughter banquet." "You don't know what it means to get out and see people and to have a cup of tea" (from a woman with an epileptic husband and a large family at home). "The singing is fine" (from the mother of nine children whose husband is a shell-shocked veteran). "The best of it is, we do it ourselves." (from a machinist).

And probably the machinist's opinion is the proper note on which to end this article. There is no limit to human resourcefulness and self-help when intelligent direction and leading are brought to bear. It is for voluntary leadership to help people to help themselves that the Prince of Wales has been so insistently appealing in Great Britain. Rosemount perhaps provides Canada's most outstanding example of what can be done, what has already been done, to meet our own needs.

As Howard Braucher, secretary of the National Recreation Association of America has said in *The Recreational Magazine* :

"Mental and social health depend on mental, yes, and physical activity. Man cannot hibernate. The unused arm withers. Life unused just disappears, is gone, and you cannot find it. . . .

"The routine of life must go on for all even in times like these—must go on with the maximum of normality, of courage, of vigor, of cheer—no matter what the load on the human spirit.

"In war, in polar adventure, in shipwreck at sea, men have shown what manhood can be. Present times are even harder on men's spirits because longer drawn out, not so soon over, less dramatic.

"Let there be warmth at the community recreation centre that warms to the marrow of the bone."

Rosemount has shown that warmth. Through its Community Centre it has exemplified a striking spirit of self-help. And, in the long run, perhaps that is "the way out."

PUBLIC WELFARE SERVICES

THE OTTAWA SET-UP

Bessie Touzel, Supervisor,
Ottawa Public Welfare Board

These are days of much discussion as to the role of public and private welfare and relief agencies and the relationship of the service of each to the other. Ottawa, like many cities, has been rearranging its set-up to meet the deluge of work due to unemployment, and developing means and methods of assuring that co-operation which will mean the best service for the community.



THE PRIVATE AGENCY.

The Ottawa Welfare Bureau is a private family organization, founded in 1914, operating under the direction of a private Board, and raising the funds required for its administration, and private family welfare, and relief services by an annual public appeal. The municipality made a small grant towards the Bureau's budget but in 1924 the City of Ottawa requested that this body take over the responsibility, with the support of an enlarged public grant, for investigation for all direct relief for which the civic authorities were liable.

In 1932 when the re-alignment of public and private work became necessary and possible due to the tremendous increase in public liability a Public Welfare Board was appointed with responsibility for the supervision of civic expenditures for direct relief. As a result the private agency again finds itself free for a service programme, released from the deluge of unemployment work which had been theirs.

In the autumn of 1932 the Citizens' United Relief Drive raised approximately \$104,000, including a budget allotment for the Ottawa Welfare Bureau for all relief needs supplementary to the city relief plan and for case work service. From these monies, \$10,000 was allotted to the Ottawa Welfare Bureau for administrative costs, and certain funds for non-resident families, and an extra grant of \$3,600 for the handling of special cases which had been maintained previously by Churches, clubs, etc. That part of the fund used for non-resident families would in a large part be redeemable as to two-thirds from the Ontario and Federal Governments under the unemployment relief legislation. A large portion of the special fund of \$3,600.00 however was not redeemable because of the various considerations as to latitude, flexibility, etc., necessary in expending it for special service cases.

THE PUBLIC AGENCY.

The Public Welfare Board, patterned after the recommendation in the report of the Ontario Committee on Unemployment Relief, is com-

prised of three representatives of City Council and five public spirited citizens. The Chairman of the Board is a private citizen, the vice-chairman the representative from the Board of Control. The Board is thus removed from the immediate realm of civic politics. The responsibility for general policy, staff appointment and management and the control of relief expenditures is theirs with general authorization from the City Council. Questions of public policy on relief matters are discussed within the Public Welfare Board, and recommendations made to the Board of Control and City Council.

The civic social service commissioner was named secretary to the Public Welfare Board which in its re-organization programme, secured the services of a trained worker experienced in the family field to head up the division of investigation and records. The city was then divided into three relief administration districts with a supervisor in charge of each. The supervisors of two of these districts have been trained in schools of social work, while the third is experienced in this field. A trained and experienced Intake Officer was also appointed. The entire staff was made up largely of workers transferred from the Ottawa Welfare Bureau when the direct relief services were transferred to the Public Welfare Board.

CO-OPERATIVE CASES.

These families on public relief who also require case work service are called "*co-operative budget cases*."

Families known to the Public Welfare Board staff who require some additional relief service not available from public funds which can be supplied from the special fund at the disposal of the Ottawa Welfare Bureau are referred there for this single service and returned to the Public Welfare Board for further budgeting and relief, and are known as "*co-operative non-budget cases*."

To date the Ottawa Welfare Bureau is assuming responsibility for service in:

- (1) Cases of allowances, pensions and wage administration where additional relief or assistance in budgeting is required.
- (2) Cases of severe personality problems and family friction.
- (3) Cases requiring case work service, prior to and following the service of the Mental Health Clinic.
- (4) Cases of illness complicated by personality retardations to treatment.
- (5) Unemployment families where serious breakdown has occurred in the morale of the family.
- (6) Cases with additional relief needs not available under the Public Welfare Board,—for example—care of non-resident group, needs such as glasses, dentures, furniture, etc.

The wisdom of fairly clear-cut divisions of responsibility between the public and private agencies has become evident in the course of events themselves. Generally speaking that division in Ottawa is broadly drawn on the basis of relief and service. The public authority undertakes responsibility for the minimum relief budget, required by an eligible family and service incidental thereto: the private agency undertakes to provide additional relief and service which its private

supporters are willing and anxious to have provided within its resources to those cases, which will benefit thereby but which it would be impossible or impractical or unacceptable for the taxpayer to seek to provide generally for the whole volume of recipients of the minimum of public relief.

The re-organization in Ottawa has set free the family agency for a more complete family service job. Only where the overwhelming volume of direct relief work is thus directed to other channels is this more concentrated family welfare work possible in these times. Yet without a real co-operation between these two aspects of the complete service there can be no true service. Neither agency can be "all things to all men." There is a certain tempo necessary in the successful case work agency which is destroyed by the heavy volume of work in the present day direct relief work load and programme of the relief distributing agency.

Where either agency attempts today to do the whole job in the average community the passage in Carlisle descriptive of the life of Rousseau is apt to apply too truthfully—"the staggerings to and fro of a man sent on an errand he is too weak for by the path he cannot find."

With the opportunities offering in the present Ottawa set-up for co-operative family service between the public and the private agency, and with the excellent good-will and understanding extending also from the child caring, health and recreation fields, every element appears to be present for the development of an advanced and well-balanced programme of complete community service.

ACTUAL RELIEF.

The Public Welfare Board immediately adopted a standard Food Budget providing:

Size of Family	Bread	Milk	Butter	Meat	Groc.	Total
1 Member	5 lbs.	5 qts.	1 lb.	2 tkts.	\$1.89	\$2.20
2 members	8 "	8 "	1 "	2 "	1.33	3.10
3 "	9 "	8 "	2 "	2 "	1.51	3.58
4 "	12 "	10 "	2 "	4 "	1.94	4.62
5 "	16 "	14 "	3 "	4 "	1.99	5.50
6 "	18 "	16 "	3 "	5 "	2.37	6.32
7 "	20 "	17 "	4 "	5 "	2.68	7.09
8 "	22 "	19 "	4 "	6 "	2.96	7.81
9 "	24 "	20 "	4 "	6 "	3.41	8.47
10 "	26 "	21 "	4 "	7 "	3.65	9.07

The controlled voucher system is used in the provision of all foods, negotiable with any merchant who grants the standard rates approved by the Board. Three inspectors, appointed on the recommendation of the Public Welfare Board, supervise respectively the business with bakers, dairies and grocers in order to assure business to bona fide resident merchants, to check up on unfair competition because of substitution on the part of some grocers and to protect clients against shortage and inferior merchandise. These inspectors are paid by Associations of the respective groups of merchants whom they represent.

Rent is paid when the income into the home contrasted with the minimum budget for a family of that size shows this to be necessary.

Rent allowances follow a schedule graded according to size of the family with a monthly maximum of \$15.00.

CLOTHING.

Clothing services are entrusted to the Ottawa Neighbourhood Services, a voluntary agency working in close co-operation with the Public Welfare Board and interlocked through common personnel on both Boards. The city provides headquarters for this agency, and entrusts the purchase and distribution of all clothing relief—new or renovated—to it, the civic authorities meeting all but administrative costs, which are carried in respect to all non-recoverable items, by private funds raised for the Ottawa Neighbourhood Services, and covered this year by a vote from the Citizens' United Relief funds (see note on p. 34 re these Services).

CASH RELIEF.

No cash relief is given but in families where the need for some financial assistance is urgent, members may be employed in sewing or salvage work in the Neighbourhood Services.

FUEL, ETC.

Fuel is provided through the civic woodyard, where it is cut by civic relief recipients. This year an experiment is being tried whereby the wood for the civic woodyard is being cut by a private contractor, who is employing men out of families on civic relief at standard wages, on reference from the Welfare Department.

Where coal is required, a voucher is issued to the local dealer. Coal contracts are placed annually by public tender.

Fuel is provided periodically, if recommended by the worker,—monthly during the summer; every three weeks from the end of October to December; fortnightly till Christmas, and from Christmas until the end of March, every ten days.

During the winter only, a choice is allowed between coal and wood, but no coal is issued from the end of May until the end of October. Individual wood orders are half a cord; coal a quarter of a ton at a time.

ELECTRIC LIGHT.

Electric Light is paid only during the winter months and not exceeding one dollar a month.

Coal-oil is provided only during the winter months, a gallon every two weeks.

GAS.

It is not the policy to pay gas unless in special emergency cases.

HEALTH AND MEDICAL CARE.

Under the Ontario Relief Regulations, costs of health and medical care for families on unemployment relief are met on a joint basis by the province and municipality. The Public Welfare Board has arranged for a panel of medical men, who are on call for service to any "welfare case" at half the regular professional rate. Special arrangements have

been concluded with the druggists of the city, and with these medical men on the panel whereby drugs and prescriptions are provided at cost, and as far as possible the simpler and less costly ingredients utilized in the latter.

WORK AND RELIEF.

A request from the Public Welfare Board for co-operation from employers has resulted in most of the employers of labour in the city forwarding, each payday, a list of employees with the amount of their earnings. An employment file has been created, a card for each family represented in the reports. Names of the various members of the family are entered as work reports come for them. The time of work and the amount of earnings are recorded there. These reports may have reference to families already known, and so contribute valuable information as to the earnings and work record. What is even more valuable, however, is that a work history is being established for future applicants to the agency. This will provide the Intake Officer in many cases with a work history and valuable contacts for investigation. There are at present over 1,600 cards in this file.

THE EXCHANGE.

The operation of the Social Service Exchange rests at present with the Ottawa Welfare Bureau but the recommendation of a survey of civic welfare services recently completed, calls for the transfer of this service to the offices of the Council of Social Agencies when the executive and office arrangements of that organization are complete.

FIRST CONTACTS.

Though the civic relief services are administered through three districts there is but one civic intake, located in the Public Welfare Centre, and it is staffed with one of the agency's most competent and experienced workers. Office accommodation is provided in special quarters removed from the general confusion of the relief office. All applicants at the reception desk who are new to the agency or who have been carrying on independently for a period of two months or more are referred to the Intake Officer. The first interview is made as complete as possible and when any doubt as to the eligibility for relief exists the client is asked to return with further proof as to residence, work, etc. When the responsibility for service is established the regular district worker of the private or public agency, as the case may be, is notified and she makes a return report on her home visit within forty-eight hours. The Intake Officer's assurance that a home visit will be made within forty-eight hours generally enables her to avoid emergency orders prior to a home visit but an emergency order can be issued if necessary. After the investigation has been completed the head of the family is informed of the day on which he should call regularly for his weekly relief vouchers. On his return for these vouchers, except in some emergency when he or his district worker may request an interview, the client is directed to a clerk carrying his name card in her file. The relief vouchers are filled out by the clerk as indicated on the card by the worker who has visited the home and budgeted the family.

Families not residents of the city or otherwise ineligible for civic relief but requiring service which the private agency can give, are

referred to the Ottawa Welfare Bureau. A copy of the first interview, as taken by the Intake Officer is transferred to the Bureau at the same time. In addition, the Bureau operates its own Intake Office, and similarly transfers civic relief cases to the Public Welfare Centre.

TRANSFERS TO PRIVATE AGENCY.

If at the intake desk or later in the contact of the district worker, the problem of the family appears to be one requiring additional service to that of direct relief the worker sends, in the case of the former, a copy of the first interview, in the latter, a summary of her record to her Supervisor who discusses the situation with the Supervisor of the Ottawa Welfare Bureau who may accept or refuse responsibility for case work service. When responsibility for case work service is accepted by the private agency, that agency assumes responsibility for the budgeting of the family. The record of this case is drawn from the regular file in the Public Department office and is placed in a file in the Supervisor's office. Thereafter, all relief recommendations are made by the worker from the agency giving case work service, and the contact with the family is not duplicated by a Public Department worker's visit. A regular budget form with the recommendations for the family is forwarded to the Public Department by the case working agency. So long as the recommendations made therein fall within the regulations of the Public Welfare Board the family calls each week and receives the relief vouchers recommended by the worker from the casework service. Once each week the Supervisors of the two agencies meet for consultation as to individual case adjustments and policy.

NOTES.

The Ottawa Social Service Department has made an analysis for May 1933, of intake of new cases, not previously applying for aid,—a total of 159. A disturbing feature of the return is the number of families who are still being caught in the entanglements of the present social disruption. Many of these now seeking aid for the first time have been gradually forced to accept a lower standard of living during the past year or two, owing to hours of employment having been so drastically reduced, and have finally had to seek the help of the Agency, bewildered and discouraged, when even part time work has been denied them.

The age range is significant but 28% of the applicants being over 50 years, with 33% under 35 years, and the number of dependants ranging from 1 to 9. Dependants total 4410, an average of 2.8 per family. The whole group are overwhelmingly Canadian born (114) with 41% skilled workers, yet only 5 out of the whole group had been employed for longer than 5 years in their last employment; practically 80% (122) had been less than 2 years in their last work—roughly half only had been on adequate wages. Others, having laboured hard in the same job for many years, were laid off a year or two ago; many had reasonable savings—yes, but even savings become exhausted eventually.

Still others, who have been helped and given a home by relatives, had found the limit of this source of help, and were forced back on community resources. Unemployment and part time employment accounted for nearly half of the applicants, with inadequate wages accounting for 10%, and illness accounting for 8%.



THE CHURCHES AND SOCIAL WORK

THE CHURCHES AND SOCIAL PROBLEMS.

From the office of the Council for Social Service of the Church of England in Canada comes the following statement on economic and social questions adopted by the Executive Committee:

"Whereas many of the people of Canada, in common with people of other lands, have suffered great hardship and privation owing to lack of employment during the past few years, and that such suffering is still being endured, and whereas this Executive is of the opinion that a primary cause of the suffering referred to is selfishness and greed, and that such hardships could be immediately reduced and eventually eliminated by a proper application of Christian principles to the private, business, and community lives of our people.

Therefore, be it resolved that we go on record as advocating as a means of eliminating these evils:

1. The living up to, and practicing of Christian teachings by all individuals, leaders of industry, labor, commerce, and governments.
2. The enactment of legislation that will:
 - (a) Provide against stock exchange gambling, especially by incorporated companies and those holding trust funds, and that will effectively regulate interest rates and charges.
 - (b) Provide on a contributory basis and based broadly on the schemes now operative in Great Britain for social legislation by the Dominion Government for Unemployment Insurance; Mothers Allowances, and Old Age Pensions, and that if necessary, amendments be sought to the British North America Act for the purpose of making such legislation effective.
 - (c) Shorter working hours so that employment will be spread over greater numbers and that those engaged in industry will receive greater opportunity for reasonable recreation and self-improvement.
 - (d) Provide that sixteen shall be the minimum age for the permanent full time employment of children in gainful occupations.
 - (e) Regulate the price of the necessities of life so that in no case shall unreasonable profits be made or the spread between consumer and producer be unnecessarily large.
3. That the Federal and Provincial Governments be memorialized to give their whole hearted support to the League of Nations and its auxiliary organizations and to adopt and make effective the resolutions and conventions adopted by the League or its auxiliaries and thus stimulate world peace by reciprocal disarmament and by restricting the manufacture of armaments and munitions to governments; standard social and industrial legislation and mutual understanding between the nations.

GENERAL

REGINA SELF-HELP LEAGUE.

(Courtesy of Mrs. Pearl Johnson, Saskatchewan Relief Commission).

We have at present many hundreds of unemployed in each of the cities of Saskatchewan and at the same time farm products going to waste because those who need these products have no purchasing power other than unused labor.

The farmers have eggs, butter, milk, cream, beef and pork to sell, wheat to be ground into flour and breakfast cereals, and oats to be made into Rolled Oats.

Besides food products the farmer has hides which go to waste because he cannot afford to even ship them at one cent a pound. Many farmers still have last year's wool clip, since to market it would incur financial loss. Yet each city in this Province supports a vast army of unemployed who would be glad to be usefully employed in return for the necessities of life, most of which are products of the farm. Undoubtedly among these men could be found some who would be capable of making leather into harness or lace leather that the farmer requires; or who were capable weavers or spinners or even first class woollen mill wrights.

Harness leather, lace leather or a set of harness is expensive as are also any manufactured woollen goods, while the raw leather or wool is almost worthless.

Wheat as it leaves the farmers' hands is cheap but exchanged for the labour to produce these manufactured goods, what would a bushel of wheat net the farmer or what would be the value of a pound of leather or wool manufactured in this way?

We have at present seven small tanneries in this Province, none of which are running to capacity, and hundreds of hides going to waste annually, while many farmers are in need of harness leather, lace leather, new harness, robes and shoes.

Badgers and other animals are trapped in large numbers by the farm boys during the winter months, and sold at low prices while fur coats are prohibitive in price for many people, yet furriers are among the unemployed.

Many of the unemployed will work on farms for a few months in the summer, but there are hundreds more who still remain in the cities, and those now on farms will be back to the cities next winter.

These ideas may seem to some to be impracticable, yet work along many of these lines is now progressing rapidly under the management of the Regina Self-Help League.

This League commenced operations in January 1933 under a Men's Section and this spring a Women's Section was started. The men's department has warehouses, (or factories), and a blacksmith shop, while the women's section is operating sewing and renovation rooms.

THE MEN'S DIVISION.

The work already covers a wide field. About sixty men are employed regularly and the plan now takes care of roughly four hundred who work "in turns." Each member donates ten hours work per month. Each is pledged to work together for the common good to end unemployment

and poverty by providing work and producing goods. Because they are working for the common good and not their own, they are on a footing of absolute equality so far as any remuneration is concerned. The workers are organized to work in departments which already include the blacksmith shop, wood-workers, metal workers, painting and polishing shop, barber shop, shoe repair department, canteen, research department, flour mill and store.

It is expected that a tannery will be started this month on a small scale, and information is also being obtained concerning the possibilities of starting a woollen mill.

Perhaps the best equipped departments are the blacksmith shop and the wood and metal workers. These possess practically a full line of machinery, most of which has been made by the League's workmen from scrap metal. Here the farmer may get his discs sharpened or any other repair work required on the farm. Various articles for use on the farm are made here, and go all the way from a pig-trough to a Bennett Buggy. Old furniture is repaired and new furniture is made. The Research department has made glue, soap and leather, and other commodities on an experimental scale.

To commence the flour mill, an old grist mill was secured and an old engine. Cleaners, separators and bins and other necessities to run the mill were made by the Regina Self-Help League, and the mill is now turning out whole wheat flour and breakfast cereals. It is expected that this mill will shortly be running sixteen hours per day.

All these manufactured articles are taken to the store. Here the workers obtain their supplies of food products.

The League is financed by issuing work hour vouchers and pricing goods produced in terms of these vouchers.

In return for the work done for him the farmer pays with wheat or some other farm product. Wheat is taken to the flour mill to be ground into flour or cereals.

THE WOMEN'S DIVISION.

The women's department, is now a few weeks old but the workers already have for exchange frocks or house dresses for women and children, layettes, quilts, rugs, cushion tops, and knitted goods of all kinds. They have listed with them dressmakers, maids, housekeepers, cooks, etc. This department would like to have the following articles from the farmers for exchange—raw wool, eggs, butter, vegetables, milk (if delivered daily) and fresh meat.

In a short time this enterprise may extend to take in all activities to meet the needs of the people now unemployed and dependent on the city for their livelihood.

This plan can result only in benefits to everyone, since it gives purchasing power to those who otherwise would have none. It is a boon to the farmer who has no purchasing power except articles for exchange.

There is no reason why each city and town in Saskatchewan should not have a similar plan to set up a trade with the surrounding country.

It is in times like the present that we realize that food, shelter and clothing—the necessities of life—may be obtained without dependence on dollars and cents.

MONTREAL BOYS' DEMONSTRATION FARM.

The Unemployment and Relief Conference in May discussed the possibility of the training and placing of limited numbers of 'teen age boys in agricultural work, with the hope of encouraging their ultimate settlement on the land. The western provinces were particularly interested in the possibility of combining such a development with their schemes of farm placement. From Montreal, however, with the spring of 1933 come details of a most comprehensive experiment along these lines. To Mr. S. C. Holland, president of the Montreal Boys' Association, "Child and Family Welfare" is indebted for the following information.

From surveys conducted within the city, it was ascertained that there were at least 1500 English-speaking boys of 'teen age willing and anxious to spend their enforced idleness in improving their equipment for earning their livelihood. From intensive work within the community, the Boys' Association ascertained that though city openings were practically impossible to obtain, there were still farm openings for boys with some knowledge of farm work. As Mr. Holland puts it,—“we had the boys; we knew that there were openings on farms, and thus our job was to get these together to their mutual benefit.”

MacDonald College, (the agricultural college at Ste. Anne de Bellevue, Quebec) agreed to co-operate and the Canadian Pacific Railway placed at the Association's disposal, a large part of their model farm at Caledonia Springs, sixty-five miles from Montreal. Buildings and equipment were also made available by the Railway.

The whole project is under the direction of C. A. Wylie, director of the Montreal Boys' Association. All agricultural work has been placed under the supervision of a MacDonald graduate, who is working closely with the college staff. An experienced athletic director is athletic supervisor with a staff of five councillors, largely McGill students. A fourth year medical man from McGill is in charge of health supervision. A placement worker will locate farm openings and provide supervision.

The initial group of boys went to the farm at the end of April; two hundred and fifty to three hundred will be taken for the summer. Prior to acceptance for the farm every boy was given a thorough medical and dental examination, and of the first one hundred and twenty boys, not more than three were turned down definitely; in these cases, these boys have been placed under proper remedial care. The boys were found to be greatly underweight; eighteen were homeless and the rest from homes on relief. The boys run in age from fourteen to twenty years, and are drawn from both Protestant and Roman Catholic families, some of whom are French-speaking.

The boys were sent forward in shifts, and the first groups engaged in putting the buildings in shape, making a swimming pool, putting in the early crops, and ploughing a large acreage for sowing to vegetables. Cows, pigs and hens are being stocked to provide experience in their care.

Mr. Holland promises no unusual results from the plan, saying modestly, "whether or not we are going to make some really useful farmers out of a group of boys, remains to be seen. But at least we are taking a limited number of healthy, normal Canadian boys off the city streets, putting them in a healthy atmosphere, and occupying their time with useful work and supervised play: we feel that this aspect of the project is well worth while."

(Continued from inside front cover)

- No. 55. The Non-Academic Child
No. 56. Protection Against Diphtheria.
No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare.
(Published in French also). (English out of print).
No. 58. Social Service Exchange.
No. 59. Relief and the Standard Budget.
No. 60. Helping People in Need.
Record Form and Instructions, (designed for use in the present unemployment situation).
No. 61. Boys In Trouble.
No. 62. "In Times Like These" (Suggestions for the organisation of community welfare and relief services).
Supplement A—The Actual Provision of Relief.
Supplement B—The Organisation of Special Services for Problems of a Particular Type.
Supplement C—The Organisation of Relief Work Programmes.
No. 63. The Visiting Housekeeper.
No. 64. The Central Bureau in the Catholic Welfare Programme.

Reprints

- (1) Some Considerations re Health Insurance.
(2) Some Considerations re Employment Insurance.

Charts—(Wall Size)—

- Nos. 1, 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).
Nos. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).
Nos. 17A-B-C. Does Your City Lose It's Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1926-30). 1932.
Nos. 2, 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926 1927 1928).
No. 4. Illiteracy Breeds Illiteracy, 1921 Census.
No. 6. Child Placing is Child Saving.
No. 5. The Vicious Treadmill (Illiteracy in Cities—1921 Census).
No. 13. A Blot on the Map of Canada. (English and French)

- Posters (at cost)—No. 1. "The Gay Adventurers." No. 4. "Baby's Stomach is Very Small."
No. 2. "The Protection of the Child." No. 5. "Have You a Clean Bill of Health."
No. 3. "Every Canadian's Heritage." No. 6. "The Porridge Party."
No. 7. "The Sun Baby."

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice.
(Free).

Post-Natal Letters—In English and French—A series of twelve letters giving post-natal help and advice
(Free).

Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Folders—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference

Official Organ—"Child and Family Welfare," issued bi-monthly.

Canadian Council on Child and Family Welfare

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health,
COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

OBJECTS.

1. To promote in co-operation with the Child Welfare Division of the Federal Department of Health and otherwise, the general aims of the Council:
 - (1) By an annual deliberative meeting, held preferably in September or May, of each year.
 - (2) By the activities of Divisions of membership on Maternal and Child Hygiene; Child Care and Protection; Family Welfare; Community Organization; Delinquency Services; Leisure Time and Educational Activities; French-Speaking Services; Officials in Public Welfare Administration.
 - (3) By affording a connecting link between the various Federal Departments and the Council's constituent bodies.
 - (4) By such further developments of the general welfare program as may be recommended from time to time by the executive or any sub-committee thereof.
2. To arrange if possible for an annual conference on welfare matters.
3. To co-ordinate the welfare programs of its constituent bodies.

MEMBERSHIP.

The membership shall be of two groups, institutional and individual.

- (1) Institutional membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.
- (3) All classes of members shall have equal rights of vote and speech in all meetings of the Council.

FEEs.

1. National Organizations..... Annual Fee, \$5.00—Representatives: 3.
 2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 2.
 3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1.
 4. Individual Members..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Council and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

BOARD OF GOVERNORS—Thirteenth Year, April 1st, 1933—March 31st, 1934.

Division	I.—Maternal and Child Hygiene	Chairman—Dr. J. T. Phair, Toronto.
		Vice-Chairman—Dr. H. E. Young, Victoria.
"	II.—Child Care and Protection	Chairman—Mr. Robt. E. Mills, Toronto.
		Vice-Chairman—Judge E. H. Blois, Halifax.
"	III.—Family Welfare	Chairman—Mr. G. B. Clarke, Montreal.
		Vice-Chairman—Mr. F. N. Stapleford, Toronto.
"	IV.—Community Organization	Chairman—Mr. J. H. T. Falk, Vancouver.
		Vice-Chairman—Dr. Helen R. Y. Reid, Montreal.
"	V.—Delinquency Services	Chairman—Mr. H. Atkinson, Portage la Prairie, Man.
		Vice-Chairman—Judge H. S. Mott, Toronto.
"	VI.—Leisure Time and Educational Activities	Chairman—Capt. Wm. Bowie, Montreal.
		Vice-Chairman—Mrs. G. Cameron Parker, Toronto.
"	VII.—Officials in Public Welfare Administration	Chairman—Mr. A. W. Laver, Toronto.
		Vice-Chairman—Mr. A. Chevalier, Montreal.
"	VIII.—French-speaking Services	Chairman—Col. L. R. LaFleche, Ottawa.
		Vice-Chairman—Madame Jules Tessier, Quebec.

Governors representing National Agencies in

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Mrs. C. H. Thorburn, Ottawa.
Mr. A. J. Frieman, Ottawa.
Mrs. J. A. Stewart, Perth.

Governors representing Finance and General

Interests. Mr. J. Fred Davey, Ottawa.
Mr. John T. Hackett, K.C., Montreal.
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Judge J. P. Hyndman, Ottawa.
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Executive Director

Miss Charlotte Whitton, M.A.

